COMPREHENSIVE PLAN

WAHPETON

North Dakota

February 1997

Associates
Community Development and Planning Consultants

February 10, 1997

Mayor Dan Rood, Jr.
City Council and Planning Commission
City of Wahpeton
120 4th Street N.
Wahpeton, ND 58075

Dear Mayor Rood, Members of the Council and Planning Commission:

It is a great pleasure for me to transmit the final copy of the Comprehensive Plan which was adopted at the regular meeting of the City Council on February 4, 1997.

This plan represents a communitywide effort to guide the future growth in Wahpeton. Many individuals provided substantial input in the formulation of ideas contained in these pages. Wahpeton has an enormously challenging future ahead of it. The potentials for growth in the city, are indeed great. I foresee a day, in not too distant future, that Wahpeton will be much larger and more prosperous with the largest industrial component in the State.

I would like to thank you, the members of the City Council, the Planning Commission, staff and those individuals who were involved in this planning process with the hope that the City of Wahpeton would enjoy their sustained contributions as it moves into the twenty first century. I particularly appreciate the assistance afforded me in the past seven months by Jerry Lein, Director of Public Works, Arden Anderson, the City Auditor, Mark Krauseneck, Economic Development Director and Steve Lies, the City Attorney.

It has been a privilege for me to be associated with the City of Wahpeton.

Sincerely,

Mort L. Mazaheri, AICP

226 28th Avenue North Fargo, ND 58102 TeVFax (701) 293-9419

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Charles Christensen
Richard Hauck
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Burnell Myhra
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Steven Lies, City Attorney
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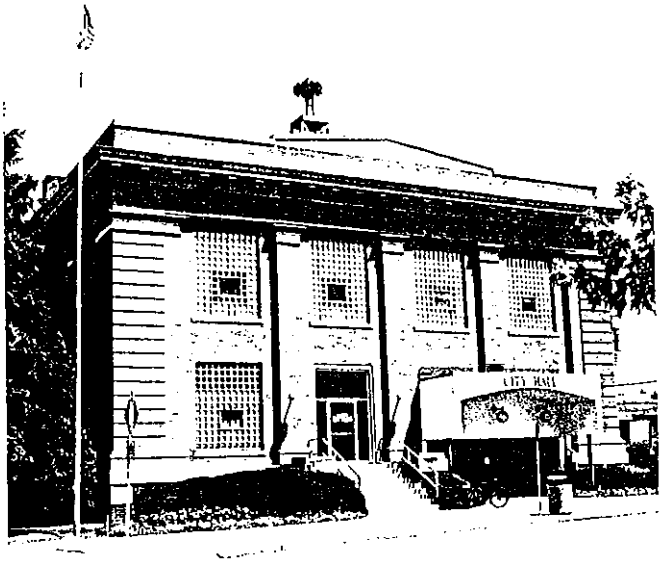


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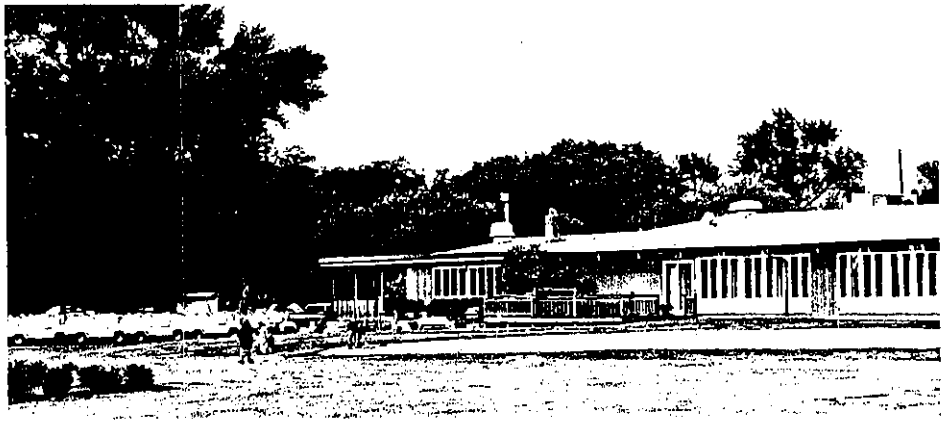

SETTING

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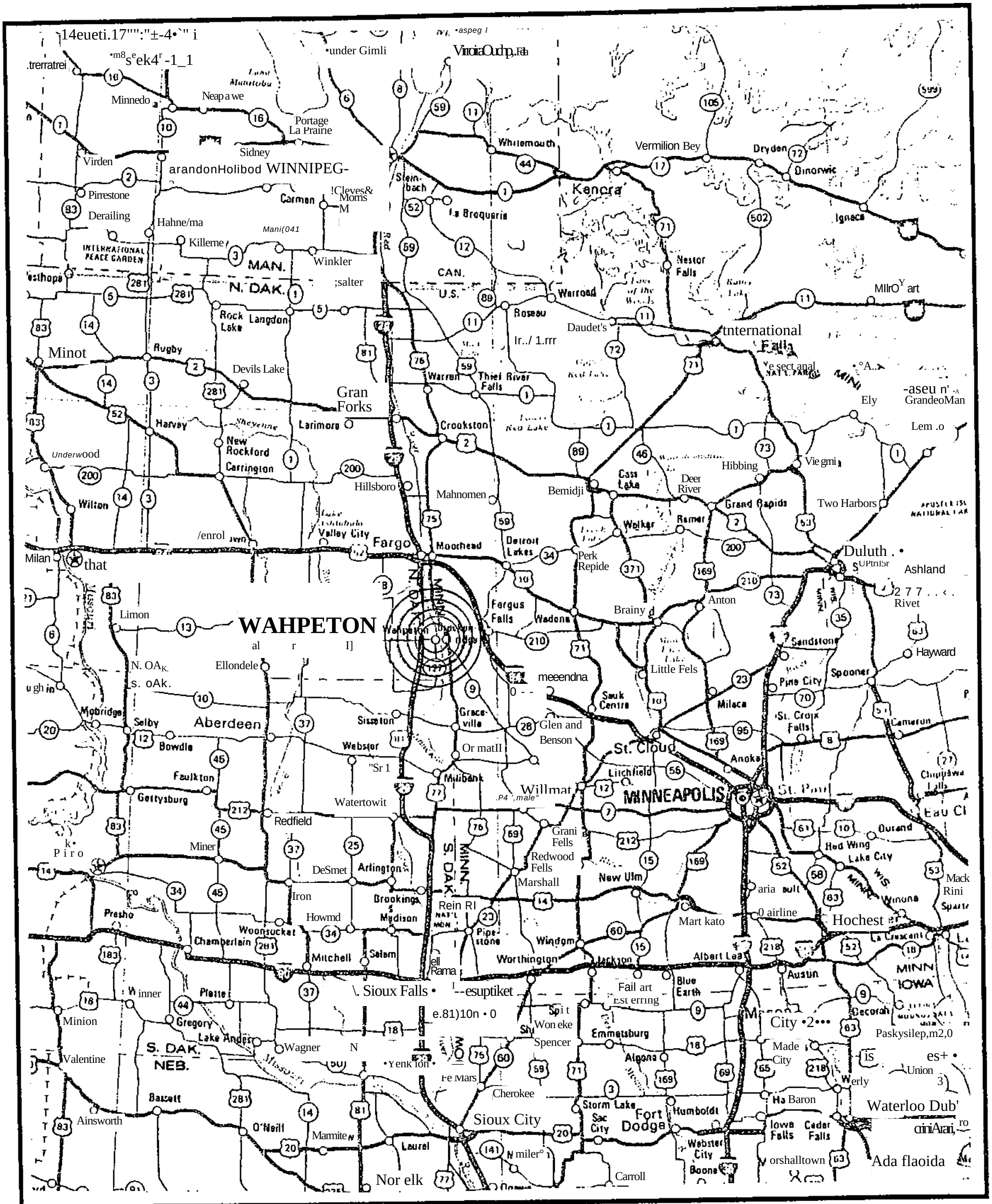
SETTING

Early Development

In 1871, at the confluence of the Ottertail and Bois De Sioux Rivers two new towns were born (See Figure 1). One town, Breckenridge was in Minnesota, and the other, Richville was in the new Dakota Territory which was soon to become North Dakota (See Figures 2 & 3). Richville was a temporary name after Morgan Rich who had settled in the area in 1864. The westward expansion of the railroad coupled with new settlement policies of the U.S. government were the main reasons for formation of these towns across the River from each other. A post office was named after Richville in 1871 and began the mail service in the area. In 1873 the name Chahinkapa replaced Richville for a short time. About a year later the new name chosen was Wahpeton, meaning the "City of Leaves", named after dense vegetation along the river. The original town was platted in 1869 and began to fill in when the Great Northern (St. Paul, Minneapolis and Manitoba Railroad) reached across the river. Before that, the dominant form of transportation was the famous River River ox cart and the ferry boats for carrying people and goods with a history of service since the 1850s. both of these forms of transportation disappeared in a short time as the railroad made other crossing across the Red River of the North.

In 1873 Wahpeton had a population of 300. Two years later the first school house was built near First Street and Second Avenue. By 1880 St. Paul and Pacific Railway extended westward and started the "Dakota Boom". New business including the first flour mill appeared in Wahpeton. The first court house was built in 1882 and the phone service arrived in 1884. Wahpeton was gearing up for a much larger population in the late 1870s and early 1880s.



1996 Comprehensive Plan	LOCATION MAP	Figure 1
MLM 1996	WAHPETON, ND	N

1996 Comprehensive Plan

REGIONAL SETTING

WAHPETON, ND

Figure 2

MLM 1996
Source: U.S.G.S.

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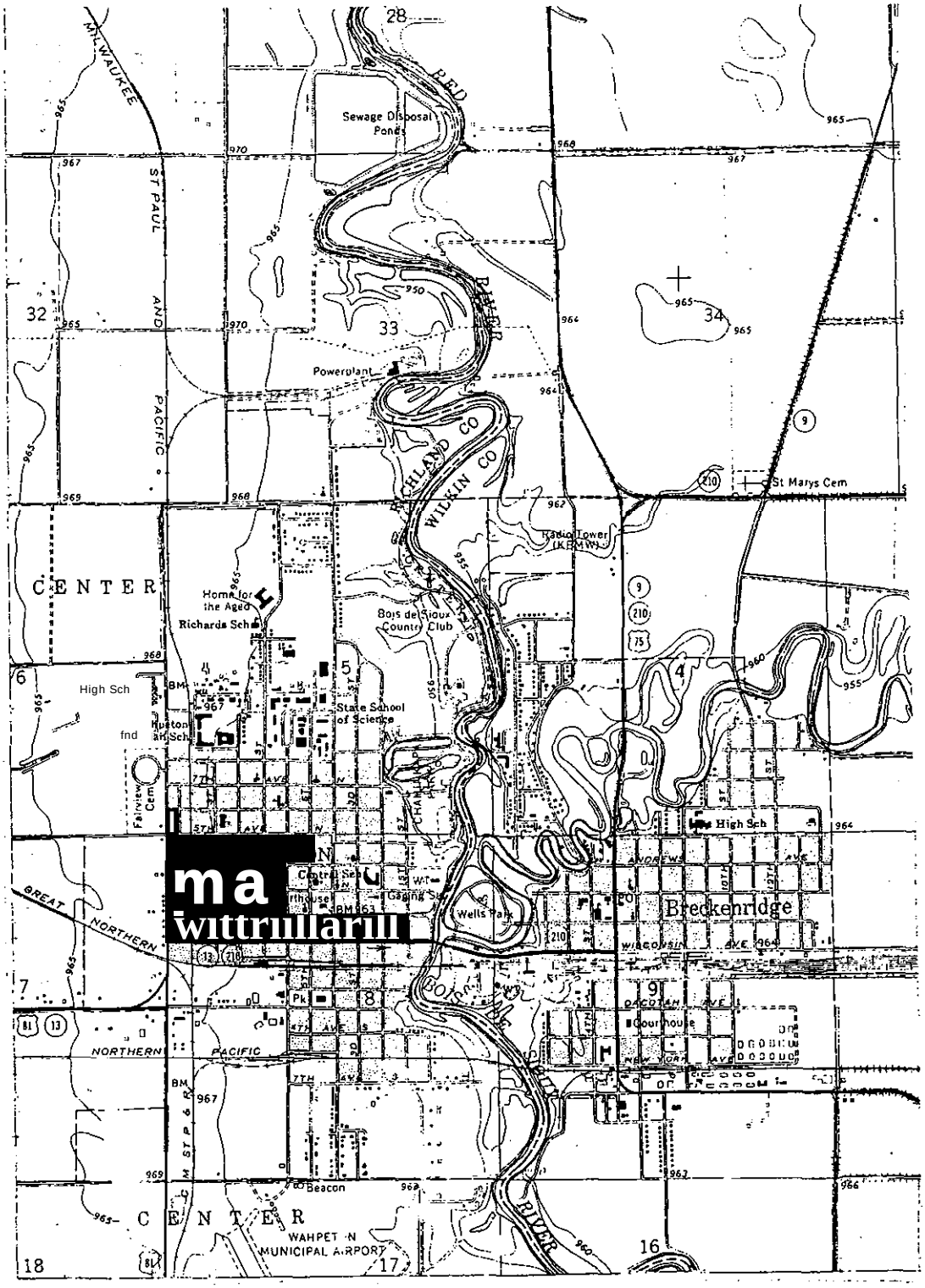


1996 Comprehensive Plan	**WAHPETON, ND**	**Figure 3**
MLM 1996 Source: USGS	**BRECKENRIDGE, MN**	N

What triggered the city population to grow by the mid 1880s was the first Dakota boom which brought hundreds of new settlers into the northern Dakota Territory. At this time Richland County enjoyed a population of 9,000 and Wahpeton was the service center of this new growing area. Wahpeton was organized as a town in 1882 and incorporated as a city in 1887. In about 15 years, the new town had four hotels, six boarding houses, two restaurants, one opera house, three banks, three newspapers, four lumber yards, fifteen saloons, one beer bottling manufacturer, four barbershops, three hardware stores, three clothing stores, two drug stores a number of general stores. The wooden sidewalks were installed in 1882 and the city began to look at water and sewer needs.

At the time when North Dakota gained statehood in 1889, the Methodist Church established the Red River Valley University in Wahpeton. The campus was bought by the State in 1903 and the new name became the North Dakota State School of Science. An Indian school (Circle of Nations) was established in 1904. The first city water service began in 1895. Wahpeton-Breckenridge Street Railway Co. organized in 1907 functioned until 1925 providing a regular linkage between Wahpeton and Breckenridge. As the new century marched on, Wahpeton attracted new services and it grew to about 2,500 by 1910. By 1914, Richland County needed a new court house. 1918 brought hard pavement to make Dakota Avenue and Seventh Street more passable. A new library was built in 1923 and major additions to the schools began in 1929. During the Great Depression, Wahpeton grew to a population of 3,750 by 1940. Similar development took place in Breckenridge although the growth was slower. By 1940 Breckenridge had a population of 2,750 making a combined population of 6,500 for the two cities.

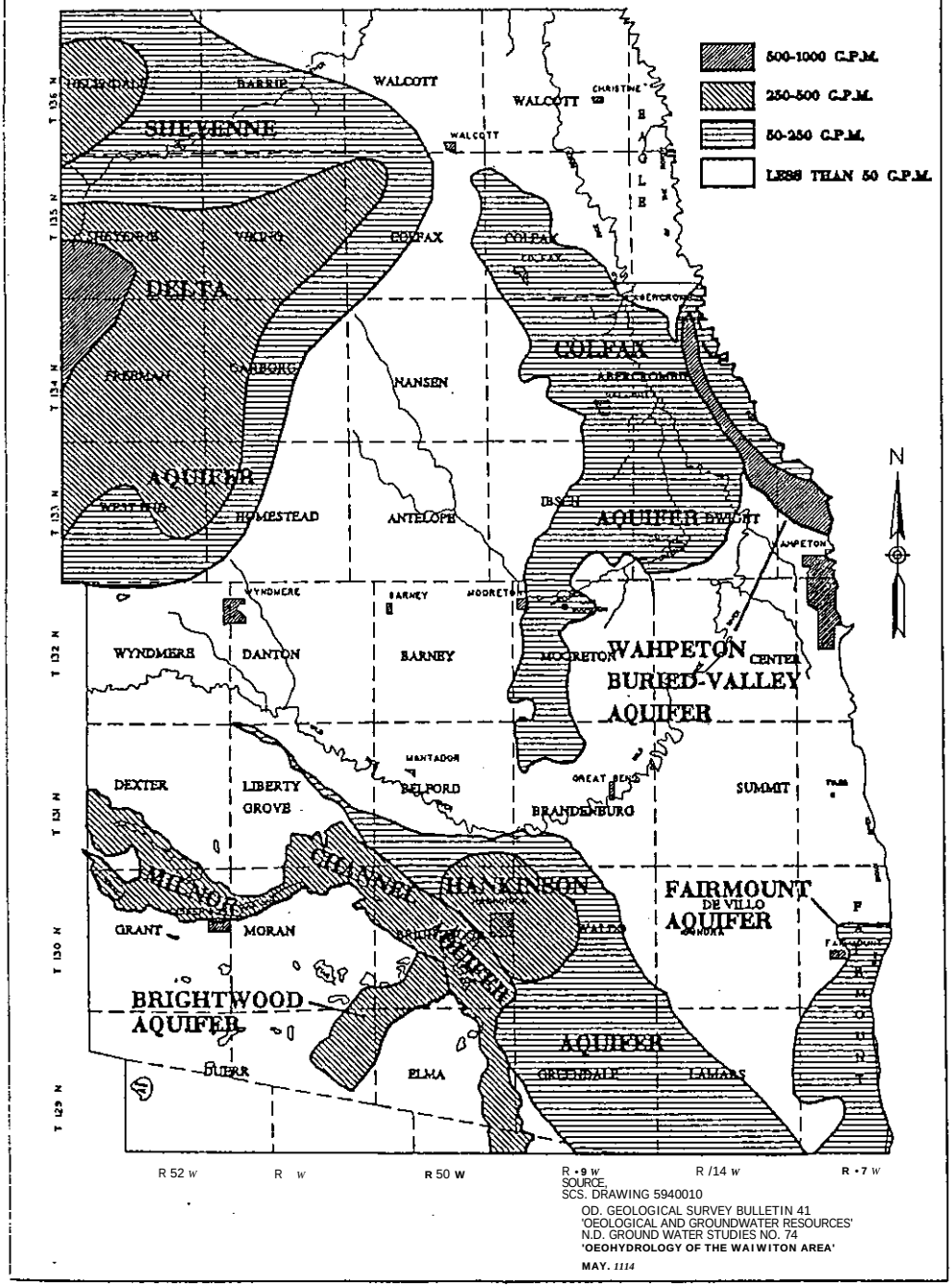
The arrival of the automobile heavily influenced the growth of the city, as it added to the mobility of population. The railroad was still the dominant form of transportation for longer distances, but the automobile definitely helped the population growth.

Wahpeton continued its steady growth through the succeeding decades as a service center in southeastern North Dakota. Because of the uniqueness of its educational offerings by the College of Science, it also established itself as a training center for a wide range of vocations. In the 1970s, the city focused on manufacturing of agriculturally related products, a tradition which it has carried on since and is likely to continue in the future.

Geohydrology

The Wahpeton area is in the Agassiz Lake Plain physiographic part of the Central Lowland of the Upper Great Plains. The area is drained to the north via Bois De Sioux, Ottertail River and the Red River of the North. Precambrian granite consists of the basement underlying rock. The bedrock is overlain by pleistoscene glacial drift with thicknesses ranging from 134 to 307 feet. Till and glaciolacustrine deposits act as confining boundaries and are generally not considered aquifers. Two major aquifers in the area are Wahpeton sand-buried aquifer and Wahpeton sand-plain aquifer (See Figure 4). Wahpeton sand-buried valley aquifer underlies about 16 square miles and contains about 540,000 acre feet of ground water. The water quality varies from calcium bicarbonate to sodium bicarbonate type, it is hard and usually contains excessive iron. Wahpeton sand-plain aquifer underlies about 80 square miles with storage capacity of 610,000 acre feet of ground water. High capacity wells

RICHLAND COUNTY, N.D.
AQUIFERS



SOURCE
SCS. DRAWING 5940010
OD. GEOLOGICAL SURVEY BULLETIN 41
'GEOLOGICAL AND GROUNDWATER RESOURCES'
N.D. GROUND WATER STUDIES NO. 74
'GEOHYDROLOGY OF THE WAIWITON AREA'
MAY. *1114*

1996 Comprehensive Plan	GROUND WATER	**Figure 4**
MLM 1996 Source: USSCS, NDGS	RICHLAND COUNTY	N

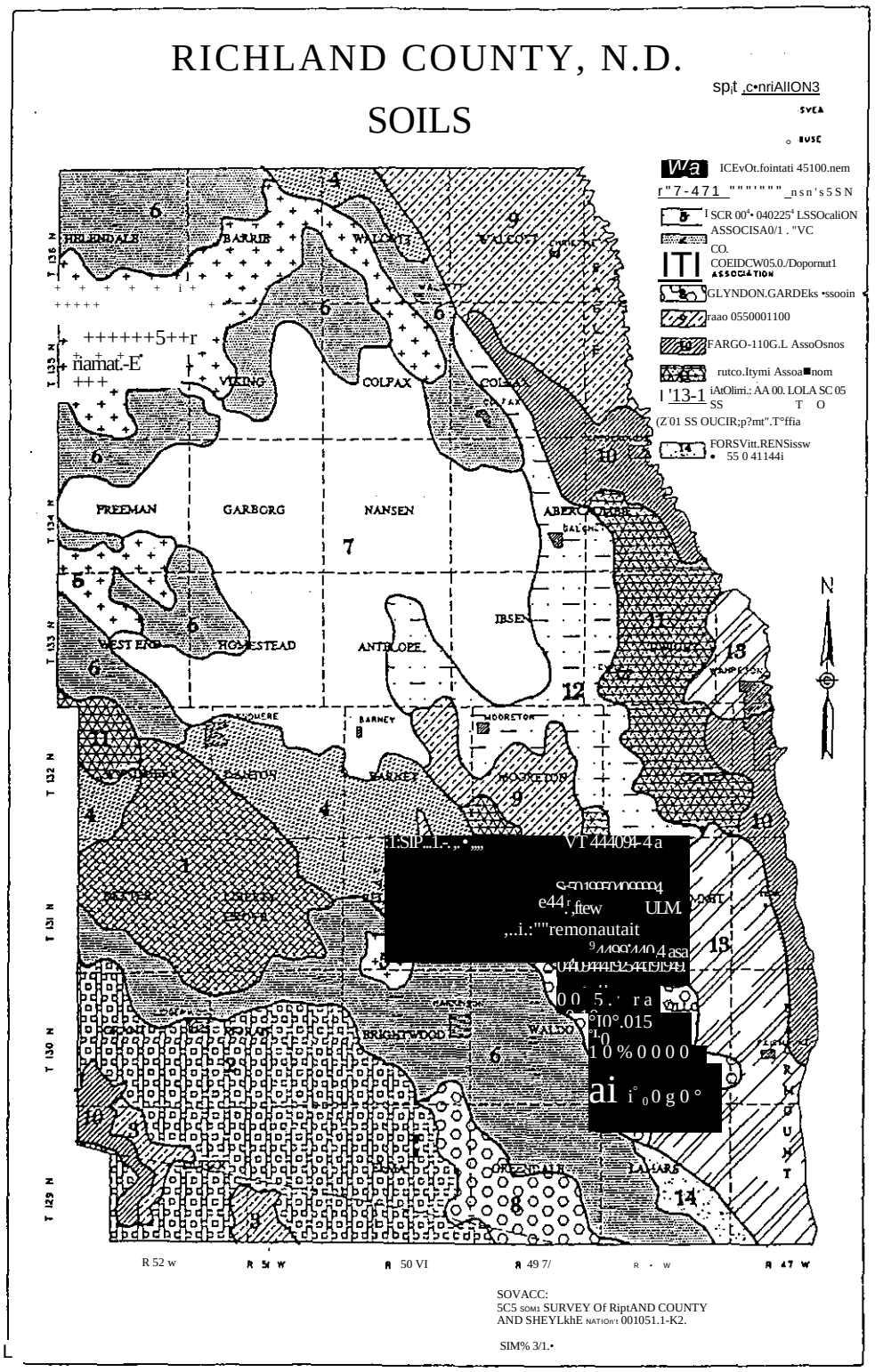
are possible in both of these aquifers (Geohydrology of the Wahpeton Area).

Soils

The soils in the Wahpeton area largely consist of Fargo series with slow permeability. It is typically deep, poorly drained, level to gently sloping and fine textured with high shrink-swell characteristics. The surface layer is black silty clay about eight inches thick, the subsoil is very dark gray, very firm clay about nine inches thick. This series consisting of Fargo Silty Clay, Fargo (silty) Clay Depressional, Fargo Silty Clay Till substratum is high in organic matter, with high fertility and high water capacity, but with very slow runoff (See Figure 5).

Septic tank absorption field	Severe limitation: slow permeability
Sewage lagoons	Slight limitations
Shallow excavation	Severe limitation: poorly drained; poor workability
Dwellings with basements	Severe limitation; high shrink swell potential; poorly drained
Sanitary Landfill trench	Severe limitation; poorly drained; poor workability
Local streets and roads	Severe limitation; high shrink-swell potential
Playgrounds, camping area, paths and trails	Severe limitations; poorly drained
Road Fill	Fair to poor suitability
Drainage	Subject to flooding
Embankment and dikes	Medium to low shear strength; medium compressibility; susceptible to piping

Source: Soil Survey of Richland County, USDA, SCS, 1975



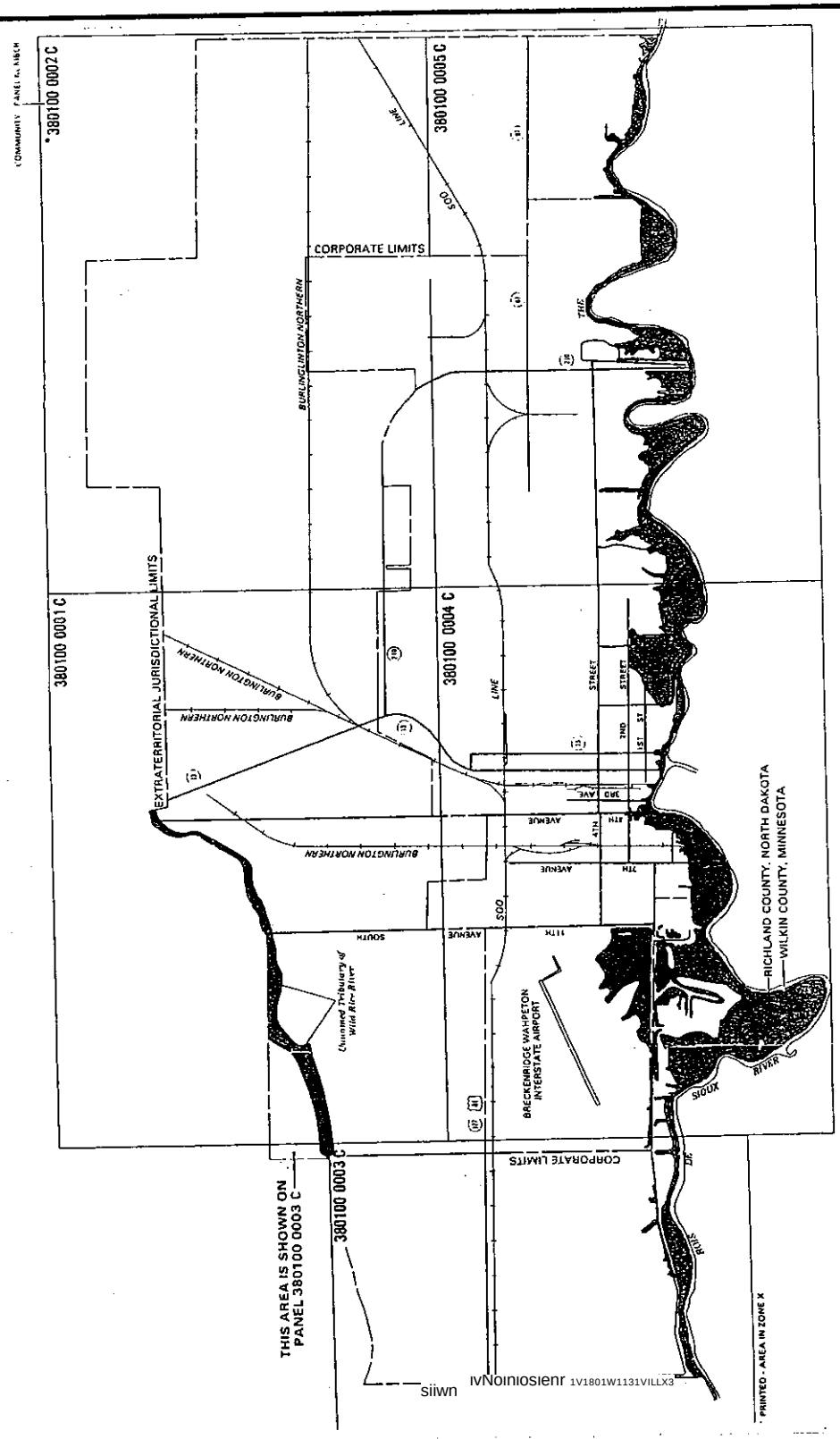
1996 Comprehensive Plan	S O I L S	Figure 5
M L M 1 9 9 6 Source: USSCS	RICHLAND COUNTY	N

Surface Waters

The union of Bois De Sioux River from the south and Ottertail River from the east form the Red River of the North in Wahpeton-Breckenridge area (See Figure 3). This river system has a large drainage area. The Bois De Sioux River has a drainage area of 1,967 square miles and the Red River has a drainage area of 4,010 square miles. Being located in the bed of the Lake Agassiz glacial drift, the river is winding and flat. This flat configuration produces a flooding problem along the entire length of the river system including the areas within the two cities (See Figure 6). The peak discharge, in cubic feet per second, varies substantially over time. For example, the peak discharge over a 10 year interval for the Red River is 5,700 cubic feet per second but rises to 11,000 cubic feet per second at 100 year intervals. For the Bois De Sioux River, the peak discharge from a 10 year interval to a 100 year interval rises from 3,670 cubic feet per second to 6,200 cubic feet per second. The severe flooding in Wahpeton occurs as a result of spring snow melt and/or rainfall. Major floods date back to 1897, about 25 years after the first settlement in the area. Other flooding occurrences include 1947, 1950, 1968, 1969, 1979, and 1989. The city presently enforces flood plain regulations which exclude permanent buildings and structures in the path of the potential floods.

Regional Setting

Wahpeton, a community with a population of 9,300 is located 50 miles south of Fargo-Moorhead MSA, about 240 miles northwest of the Twin cities, Minnesota and about 180 miles north of Sioux Falls MSA, in South Dakota. The city is located in an agricultural region and heavily depends on processing of agricultural products such as sugar beets, barley, corn and other agricultural



1996 Comprehensive Plan	FLOOD PLAINS WAHPETON, ND	Figure 6
M L M 1 9 9 6 Source:USHUD, FEMA		N

products. With its twin sister city, Breckenridge, Minnesota, Wahpeton enjoys the distinction of being a multi faceted center for higher education, manufacturing and general services in southeastern North Dakota. The city as it appears today has developed along the river in a linear form, although the original townsite was platted in a very compact form along the Great Northern Railroad. Interstate Highway 29 connects the city to major cities in North Dakota, Minnesota and South Dakota.

Physically, the presence of the Bois De Sioux and Red River adds to the aesthetics of the Wahpeton-Breckenridge area and provides a natural setting for outdoor recreational activities. The city is bisected by the railroad tracks and Highway 210 by-pass. Most of the residential development is concentrated on the north side of the city enveloping the North Dakota State College of Science and the Circle of Nations School. On the south side the residential neighborhood is intermixed with small industries and businesses and borders on the airport property which dominates the uses on the south side.

POPULATION

General Trends
Age Groups
Education
Household Characteristics
Population in the Future
Planning and Development Impacts

POPULATION

General Trends 7ce7

The present population of the City of Wahpeton is estimated at 9,300 based on the two most recent census counts of 1990 and 1994. Although, the city and vicinity have a large labor force, the city population has not benefited from it for residency. Many reasons are cited for this including choices, competition and preferences for residency in a number of communities in Minnesota and North Dakota. A factor that has brought much complexity and debate is the loss of population between 1980 and 1990. A special census of 1985 further complicates this picture and makes the census data seem inconsistent. In 1980, the Census of Population shows 9,064 and 10 years later the population is recorded at 8,751 with a mid decade population of 9,889 which translates to a growth of 9.1% between 1980 and 1985 and then 11.5% decline between 1985 and 1990. Breckenridge with a peak population of 4,200 in 1970 stood at 3,708 in 1990.

Historically the population of Wahpeton, aside from the fluctuations described above, since its incorporation in 1887 has shown a consistent growth. At the same time the population of Richland County peaked in 1930 and due to the declining farm population has faced several fluctuations (See Tables P-1 and P-2). In 1994, Wahpeton contained about 50% of the county's population which is expected to increase in the future, and the county's rural population is still anticipated to decline. In contrast with other similar size communities in North Dakota, Wahpeton generally compares well with population trend changes (See Table P-3).

Table P-1
General Population Trends
in Wahpeton and Richland County
North Dakota, 1890-1994

	Wahpeton	Richland Co.	Wahpeton % of Richland Co.
1890	1,510	10,751	14.00%
1900	2,228	17,387	12.80%
1910	2,467	19,659	12.50%
1920	3,069	20,887	14.70%
1930	3,176	21,008	15.10%
1940	3,747	20,519	18.30%
1950	5,125	19,865	25.80%
1960	5,876	18,824	31.20%
1970	7,076	18,089	39.10%
1980	9,064	19,207	47.20%
1990	8,751	18,148	48.20%
1994	9,135	18,680	48.90%

Source: U.S. Censup of Population
Population for 1994 Richland Co. is projected

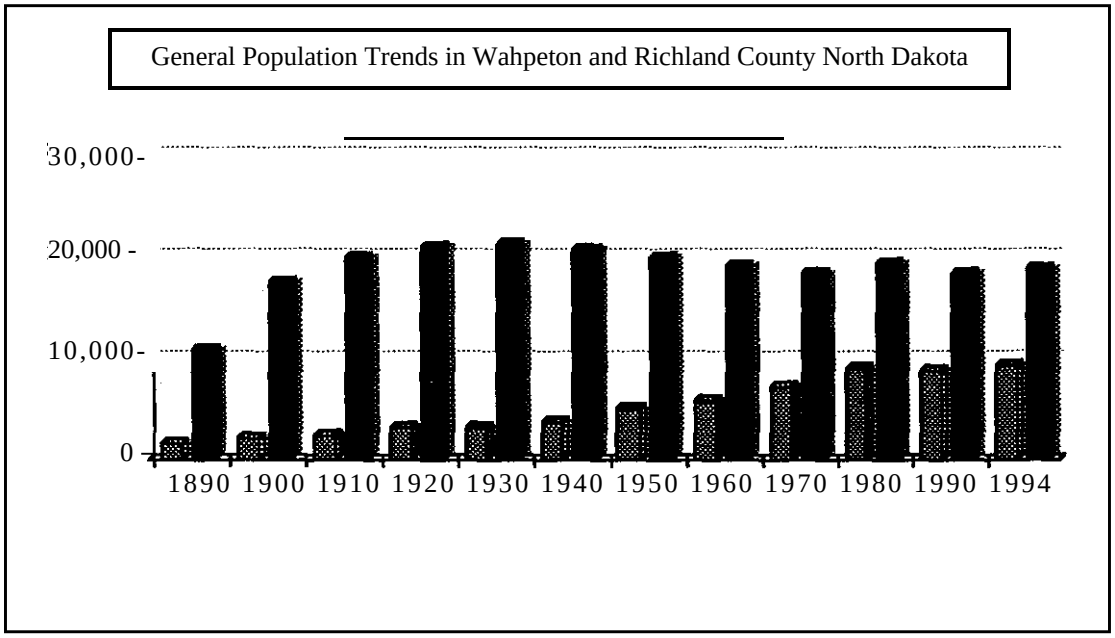


Table P-2
General Population Growth Trends in Percents for Wahpeton and Richland County

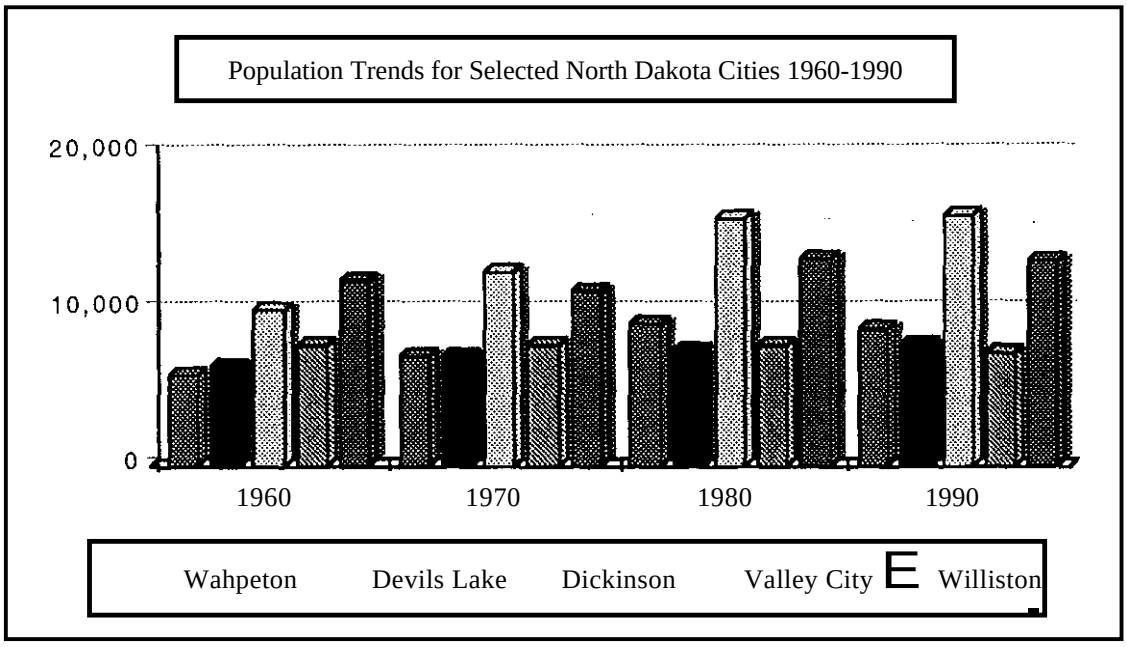
	Wahpeton	Richland
1890-1900	47.50%	61.70%
1900-1910	10.70%	13.10%
1910-1920	24.40%	6.20%
1920-1930	3.50%	0.60%
1930-1940	18.00%	(2.40%)
1940-1950	36.80%	(3.20%)
1950-1960	14.70%	(5.20%)
1960-1970	20.40%	(4.00%)
1970-1980	28.10%	6.20%
1980-1990	(3.50%)	(5.50%)
1990-1994	4.40%	2.90%

Source: U.S. Census of Population

Table P-3
Population Trends for Selected North Dakota Cities 1960-1990

Cities	1960	1970	1980	1990	% Change 1960-1990
Wahpeton	5,876	7,076	9,064	8,751	48.90%
Devils Lake	6,299	7,078	7,442	7,782	23.50%
Dickinson	9,971	12,405	15,924	16,097	61.40%
Valley City	7,809	7,843	7,774	7,163	(8.30%)
Williston	11,866	11,280	13,336	13,131	10.70%

Source: U.S. Census of Population



Age Groups

Population of age groups in Wahpeton show a noticeable variation during the 1980s and 1990s. For the younger age groups under 15 years of age, the changes seem consistent from one census to the next (See Table P-4). There is a large fluctuation for those between 15 and 25 years of age. A part of this age groups changing number could be attributed to enrollment changes at the North Dakota State College of Science. Whether there are also undercounting issues related to the decennial or mid decade censuses, the answers are difficult to find. Age groups 30-40 show a consistent growth, while 40-50 age groups show some variation. Again, 50-60 age groups show consistent changes as do the age groups over 60 years of age. The largest age group in Breckenridge was 5-14, compared with 15-19 for Wahpeton, reflecting the impact of NDSCS, although some of the Science students reside in Breckenridge. Breckenridge, also, has a larger percent of elderly population (19%) than Wahpeton (11%).

Table P-4

Population by Age Groups for

Wah1eton, North Dakota 1980-1994

	1994		1990		1985		1980	
	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
Total	9,135		8,751		9,889		9,064	
under 5	660	7.20%	623	7.10%	830	8.40%	731	8.10%
5-9	662	7.20%	648	7.40%	648	6.60%	498	5.50%
10-14	785	8.60%	753	8.60%	714	7.20%	433	4.80%
15-19	1,622	17.70%	1,011	11.60%	1,677	17.00%	1,796	19.80%
20-24	854	9.30%	1,002	11.50%	1,317	13.30%	1,680	18.50%
25-29	555	6.10%	708	8.10%	977	9.90%	805	8.90%
30-34	641	7.00%	683	7.80%	726	7.30%	452	5.00%
35-39	658	7.20%	558	6.40%	429	4.30%	335	3.70%
40-44	346	3.80%	448	5.10%	353	3.60%	258	2.80%
45-49	312	3.40%	407	4.70%	262	2.60%	275	3.00%
50-54	321	3.50%	226	2.60%	260	2.60%	281	3.10%
55-59	245	2.70%	275	3.10%	302	3.10%	299	3.30%
60-64	274	3.00%	290	3.30%	294	3.00%	275	3.00%
65-69	260	2.80%	526a	6.00% a	279	2.80%	222	2.40%
70-74	244	2.70%			221	2.20%	236	2.60%
75 & over	536	5.90%	593	6.80%	600	6.10%	486	5.40%

Source: Census of Population 'a'
represents 65-74 age group

In 1985, the ratio of male and female was 54% and 46% of the population. In 1994, the ratio are totally reversed with 45% for male population and 55% for female population. The 1994 special census records the median age of 25.2 years for all people but shows 27.9 years for male and 32.1 for female which raises questions about the validity of the data. Despite the potential inaccuracies, both sets of data show a growing number of elderly with the largest ratio for women. In 1985, males of 62 years of age and over had a ratio of 9.8% of the total male population, but 62 year old and over females consisted of 16.5% of the total female population. In 1994, the male ratio stood at 11.9% and female at 18.1%. Table P-5 shows the variation in each age group for male and female.

Table P-5
Population Change by Age and Sex for Wahpeton, North Dakota

	1985		1994	
	Male	Female	Male	Female
under 5	416	414	335	325
5-9	357	291	294	328
10-14	373	341	423	362
15-19	1,078	599	348	320
20-24	810	507	387	309
25-29	519	458	291	238
30-34	391	335	309	320
35-39	232	197	312	338
40-44	179	174	282	260
45-49	126	136	165	145
50-54	124	136	148	168
55-59	147	155	108	136
60-64	134	160	126	148
65-69	123	156	120	140
70-74	93	128	102	142
75-79	98	121	76	127
80 and over	133	248	97	235
Total	5,333	4,556	3,928	4,041
Median Age	21.9	26.4	27.9	32.1
62 and over	523	754	469	733
65 and over	447	653	395	644

Source: 1985 and 1994 Special Census

A sharp contrast is the change in age groups between 1980 and 1994. The largest growth was achieved by the 35-39 age group which nearly doubled in this period. Surprisingly, the age group 10-14 years old also gained 81% growth to be followed by 42% for 30-34 age group, 34% for 40-44 age group, and 33% for 5-9 age group (See Table P-6). The college age group is the largest of all categories in Wahpeton, many of whom come from near or distant communities in North Dakota and Minnesota. The elderly population is growing slowly, but not as fast as the other age groups. Some age groups such as under 5 years old, 15-29, 55-59 and 60-64 show declining numbers. The

largest decline is shared by 15-19 (9.7%), 20-24 (49%), 25-29 (31%) and 55-59 (18%).

Table P-6
Population Change by
Age Group for Wahpeton, North Dakota
1980-1994

Total	0.80%
under 5	(9.70%)
5-9	32.90%
10-14	81.30%
15- 19	(9.70%)
20-24	(49.20%)
25-29	(31.10%)
30-34	41.80%
35-39	96.40%
40-44	34.10%
45-49	13.50%
50-54	14.20%
55-59	(18.10%)
60-64	(0.40%)
65-69	17.10%
70-74	2.50%
75 and over	10.30%

Source: Special Census of 1994
U.S. Census of Population, 1980

Education

Among persons 25 years old and over, 81% of Wahpeton's population have achieved high school or higher educational attainment compared with 76% for Richland County, 77% for the State of North Dakota, 87% for Cass County, 73% for Ransom County and 73% for Sargent County. About 17% of the adults over 25 years of age possess bachelor's degrees or higher, again compared with 13% for Richland County, 9% for North Dakota, 27% for Cass County, 11% for Ransom County, and 10% for Sargent County (Census of 1990).

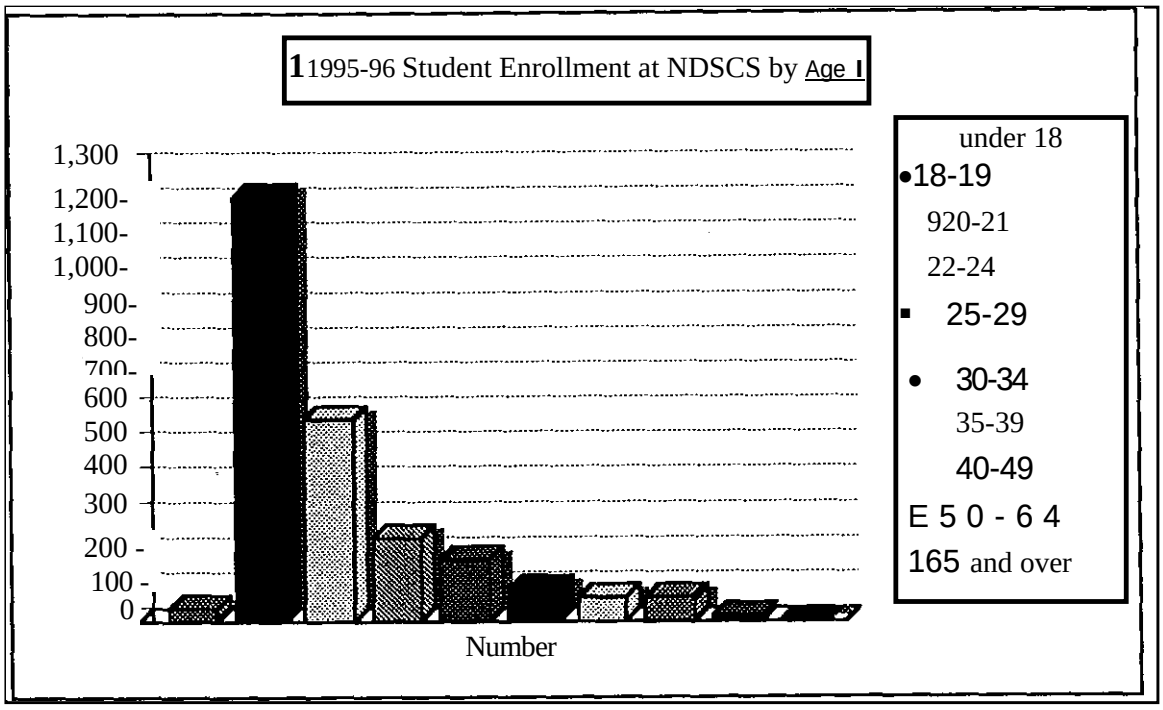
Wahpeton offers unique educational opportunities to its citizens and large parts of North Dakota and other states. One public elementary school and one private elementary school are located near downtown. The middle school and high school are integrated as a single campus in a spacious setting. The North Dakota State College of Science, historically has provided a broad range of vocational educational opportunities. At the same time it has provided the basic opportunities for those students who wish to continue their education in other larger schools. In recent years, it has expanded its curriculum and offers over 80 career training in technologies, businesses and health fields. It has developed a regional reputation in innovation and applied sciences with emphasis on the latest advances in technologies and systems training.

The North Dakota State College of Science shows an enrollment of 2,492 for 1995-96 academic year, experiencing a growth of 18% since 1990. About 69% of the students at NDSCS are North Dakota residents and 31% come from adjoining states and beyond. A large number of North Dakota students (58%) come from farms and communities with population of less than 2,000. Nearly 23% come from communities between 2,000 and 10,000 and the remaining 19% list major North Dakota cities as their homes. Table P-7 shows the age range of students at NDSCS.

Table P-7
1995-96 Student Enrollment by Age at
North Dakota State College of Science

Age	Number	Percent
under 18	37	1.50%
18-19	1,219	48.90%
20-21	574	23.00%
22-24	241	9.70%
25-29	176	7.10%
30-34	90	3.60%
35-39	70	2.80%
40-49	69	2.80%
50-64	15	0.60%
65 and over	1	0.04%

Source: NDSCS, Student Profile 1995-96



The Wahpeton School District has shown a gradual increase in student enrollment. The data from the District Office shows the lowest enrollment of 1,299 in 1982 and steady increase since then to 1,772 students K-12 grades in 1995-96 school year (See Table P-8 and P-9).

Table P-8
School Enrollment
at Wahpeton School District
1970-1995

1970-71	1,734
1975-76	1,569
1980-81	1,367
1985-86	1,476
1990-91	1,659
1995-96	1,772

Source: Office of the Superintendent, Wahpeton School District

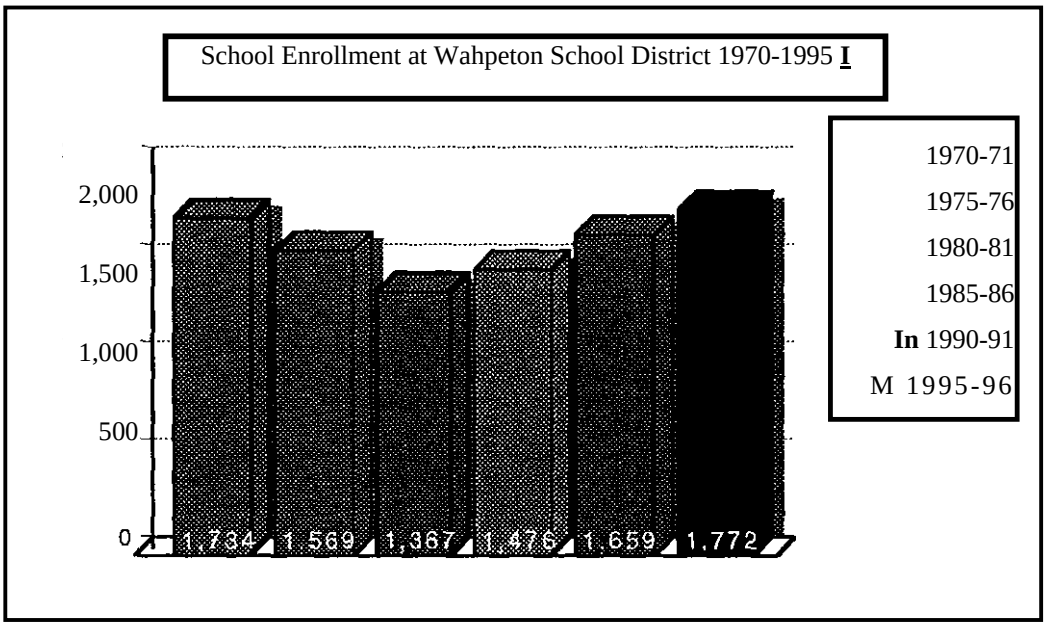
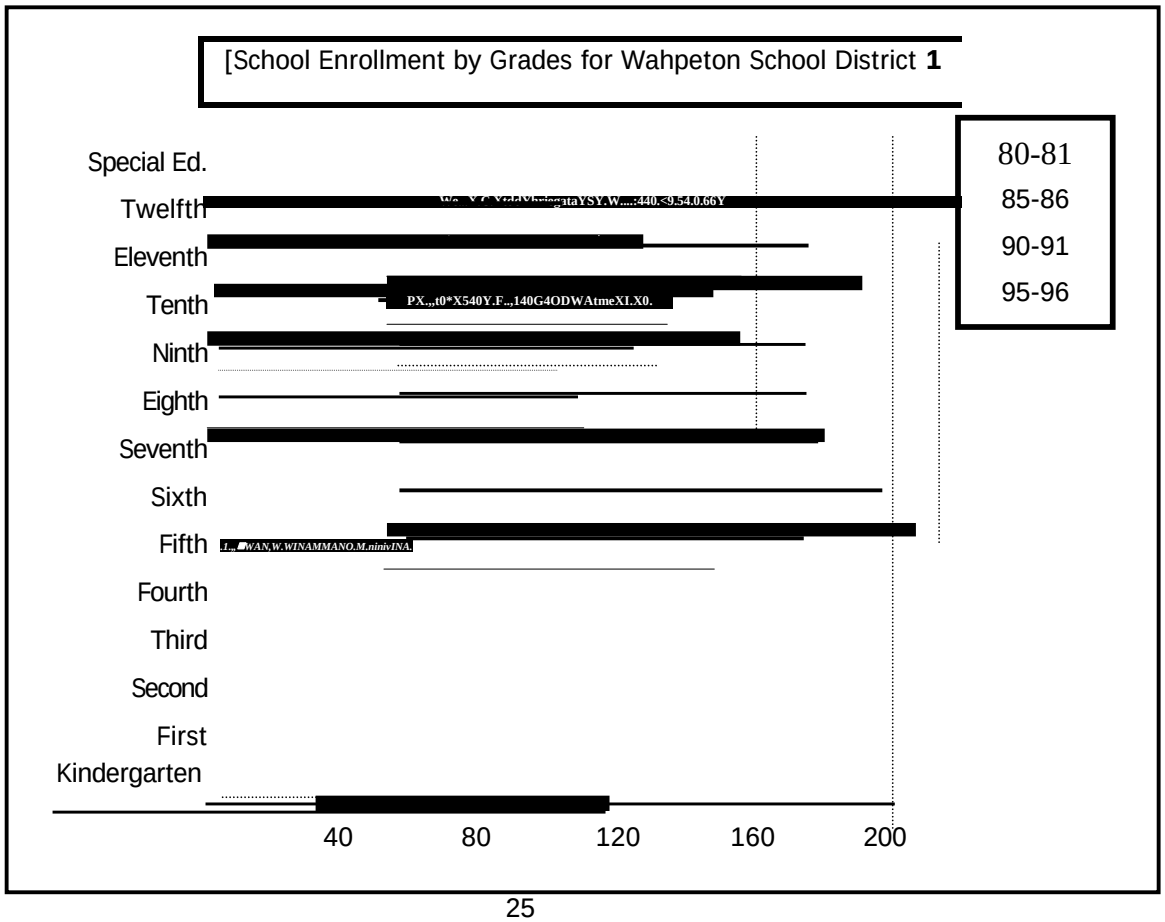


Table P-9
School Enrollment by Grades
for Wahpeton School District

Grades	80-81	85-86	90-91	95-96
Kindergarten	101	151	165	130
First	93	166	120	152
Second	100	109	144	119
Third	88	99	125	108
Fourth	95	98	123	129
Fifth	80	90	122	121
Sixth	80	95	116	137
Seventh	101	106	122	179
Eighth	108	126	107	144
Ninth	103	125	124	154
Tenth	123	100	114	146
Eleventh	131	102	110	125
Twelfth	128	94	103	128
Special Ed.	36	15	28	NA
Total	1,376	1,476	1,659	1,772

Source: Office of the Superintendent, Wahpeton School District



The school enrollment is expected to experience an increase of 3%-12% within the next three years (See Table P-10).

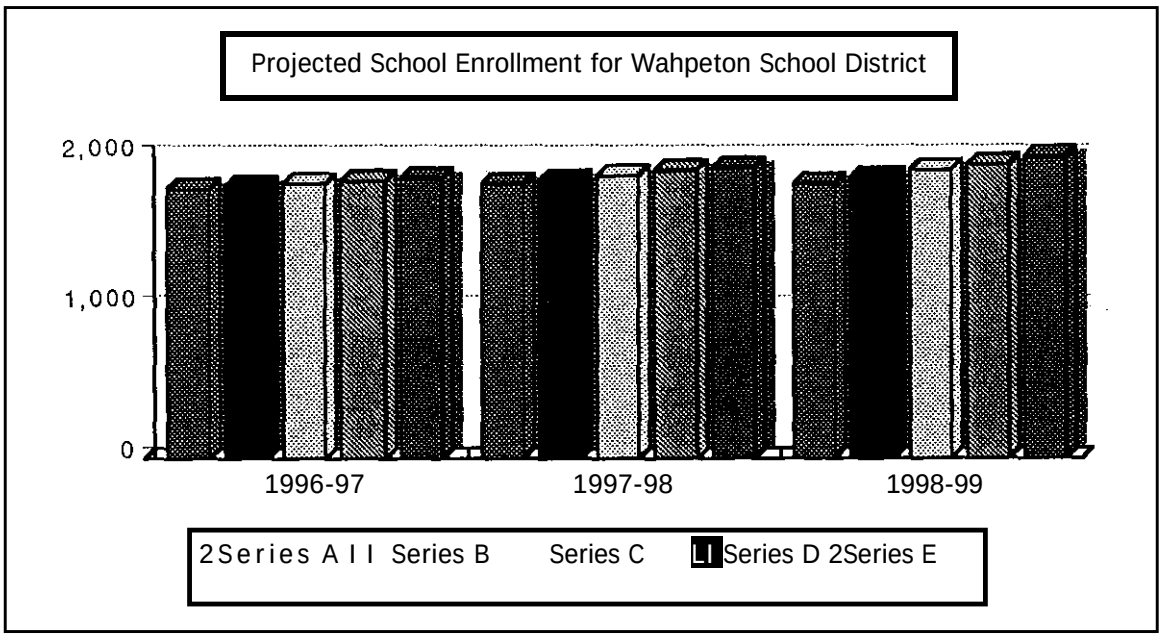
T a b l e P - 1 0

Projected School Enrollment

for Wahpeton School District

	1996-97	1997-98	1998-99	1995-1998 Percent Change
Series A	1,793	1,816	1,823	2.90%
Series B	1,808	1,845	1,864	4.20%
Series C	1,823	1,874	1,906	7.60%
Series D	1,838	1,903	1,949	10.00%
Series E	1,853	1,932	1,992	12.40%

Source: Office of Superintendent, Wahpeton School District



Household Characteristics

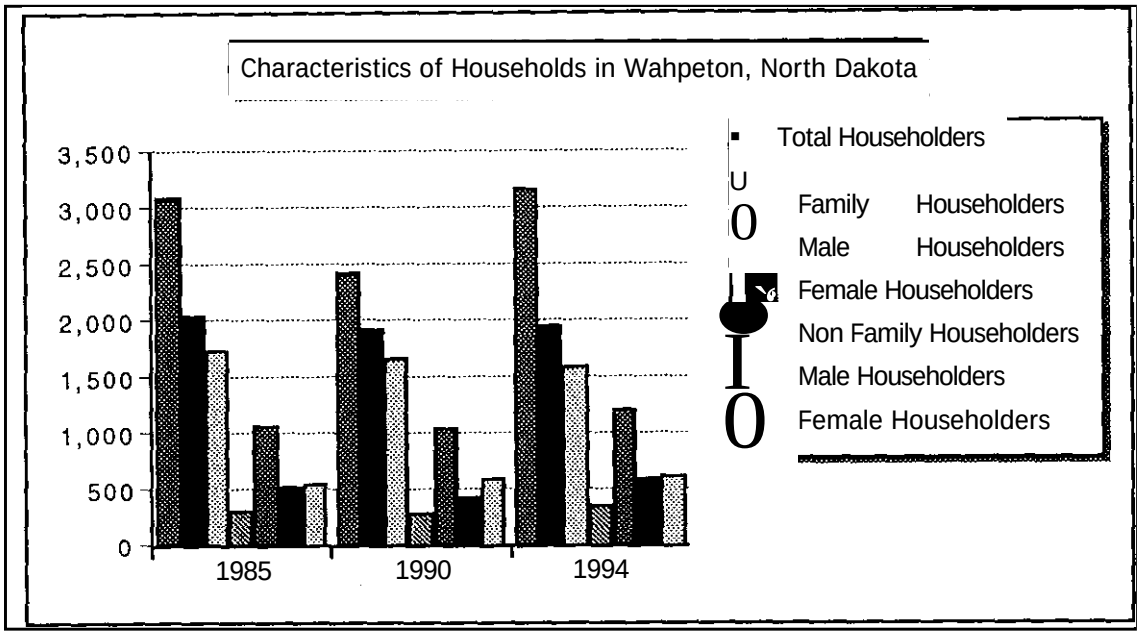
The average size of households in Wahpeton has decreased over the years. In 1985 the average household for the city was 2.54, in 1990 it was 2.47 and was 2.38 in 1994. Similarly, the average family size has undergone changes. In 1985 the average family size was 3.09, 3.13 in 1990 and 3.04 in 1994. These changes are largely due to increasing number of college students as well as general decreasing trend in the number of persons for household and family.

The total number of households in 1994 was 3,168, of which 1,952 were family householders and 1,216 consisted of nonfamily householders 979 of whom lived alone (See Table P-11). Between 1985 and 1994, despite a general decline in population, the overall number of householders grew. The growth was particularly significant among the female family householders and non-family male and female householders. The female householders demonstrated significant increase in both family and non-family householders.

Table P-11
Characteristics of Households
in Wahpeton, North Dakota

	1985	1990	1994	%Change 1985-94
Total Householders	3,104	2,436	3,168	2.10%
Family Householders	2,039	1,937	1,952	(4.30%)
Male Householders	1,739	1,663	1,593	(8.40%)
Female Householders	300	274	359	19.70%
Non Family Householders	1,065	1,039	1,216	14.20%
Male Householders	522	429	587	12.40%
Female Householders	543	601	629	15.80%

Source: Special Censuses of Population 1985 and 1994
U.S. Census of Population 1990



The householder age group 25-34 suffered the largest loss (26.6% for male householders and 27.2% for female householders), but the 35-44 age group had a very large gain (52.3% to 56.2%). Also, the 45-54 householder age group grew by more than a third in less than 10 years (See Table P-12).

T a b l e P - 1 2

Householders by Age Group

in Wahpeton, North Dakota

	1985		1994		Percent Change	
Householders	Total	White	Total	White	Total	White
15-24	550	538	527	505	(4.40%)	(6.10%)
25-34	890	858	656	625	(26.60%)	(27.20%)
35-44	447	436	681	657	52.30%	56.20%
45-54	280	268	376	364	34.30%	35.80%
55-64	345	340	309	300	(10.40%)	(11.80%)
65-74	308	306	317	315	2.90%	2.90%
75 and over	284	284	302	300	6.30%	5.60%

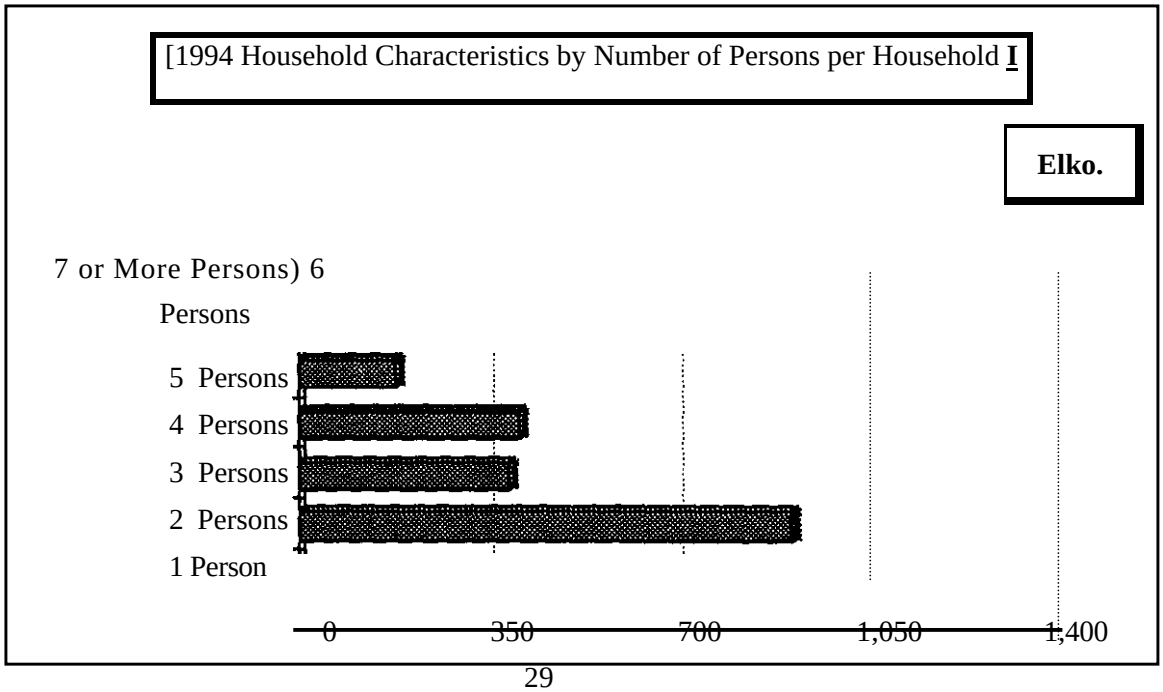
Source: Special Census of Population, 1985 and 1994

Another age group that showed a loss was 55-64, but 65 and over experienced a small gain. For size of the households, the largest group with 38.5% of the total are the single persons. Two to four person households consisted of more than 54% of all households (See Table P-13), whereas five and more person households constituted only 7.5%, indicating a shrinking size of the households as we also pointed out before in Table P-5.

Table P-13
1994 Household Characteristics
by Number of Persons per
Household for Wahpeton, North Dakota

	1994	
All Householders	No.	% Total
1 Person	1,216	38.50%
2 Persons	912	28.90%
3 Persons	385	12.20%
4 Persons	408	12.90%
5 Persons	181	5.70%
6 Persons	53	1.70%
7 or More Persons	13	0.10%
Total	3,168	

Source: 1994 Special Census



In comparing the marriage status of age groups, *we* find that married households contained 48% females and 41% males. The 25-44 year old age group included 24% of the female and 22% of the male households. Due to the influence of NDSCS, 30% of the female and 48% of the male households consisted of those never married (See Table P-14).

Table P-14

Number of Persons of 15 Years and Over and Marital Status in 1994

	Male		Female	
	No.	% Total	No.	% Total
Married	1,636	44.00%	1,619	48.20%
15-24	108	3.00%	164	4.90%
25-34	358	9.60%	378	11.30%
35-44	447	12.00%	*440*	13.10%
45-54	237	6.40%	233	6.90%
55-64	194	5.20%	186	5.50%
65-74	184	5.00%	159	4.70%
75 and over	108	3.00%	59	1.80%
Never Married	1,789	48.20%	995	29.70%
Separated	17	0.50%	21	0.60%
Widowed	62	1.70%	448	13.40%
Divorced	210	5.70%	271	8.10%
Total	3,714		3,354	

Source: Special Census of Population, 1994

In 1990, Wahpeton had 218 single female parents 67% of whom had children under 18 years of age. This compares with 66% for North Dakota, 57% for Richland County, 68% for Cass county, 47% for Ransom County and 67% for Sargent County.

Population In the Future

Wahpeton has demonstrated its potential for growth in the future. Several factors that have influenced the size of resident population will be discussed in

detail in the next sections of this report. Opportunities to increase resident population require certain changes in real estate taxes and other services to benefit from the normal expansion of business. Recent concentration of manufacturing establishments and commercial activities near the city would have a significant influence on increasing resident population. The projections discussed below are based on several assumptions related to the expansion of the business and industry and certain action by the city government and the private sector to allow for more housing opportunities in Wahpeton.

Examining the overall population trends and the present and future job opportunities in Wahpeton establish a foundation for forecasting a population of about 20,000 within the next 35 years. In the mean time, projections for five year intervals are necessary for planning for city services and utilities to meet the needs of the city. These projections need to be examined for each target year as the city moves ahead in the preparation of capital jimprovement programs.

Table P-15
Projected Population for
Wahpeton, North Dakota

	1995	2000	2005	2010	2015
Series A	9,230	9,590	10,070	10,570	11,050
Series B	9,270	9,820	10,550	11,340	12,200
Series C	9,300	10,050	11,050	12,160	13,380
Series D	9,300	10,280	11,560	13,000	14,630
Series E	9,300	10,500	12,080	13,900	16,000

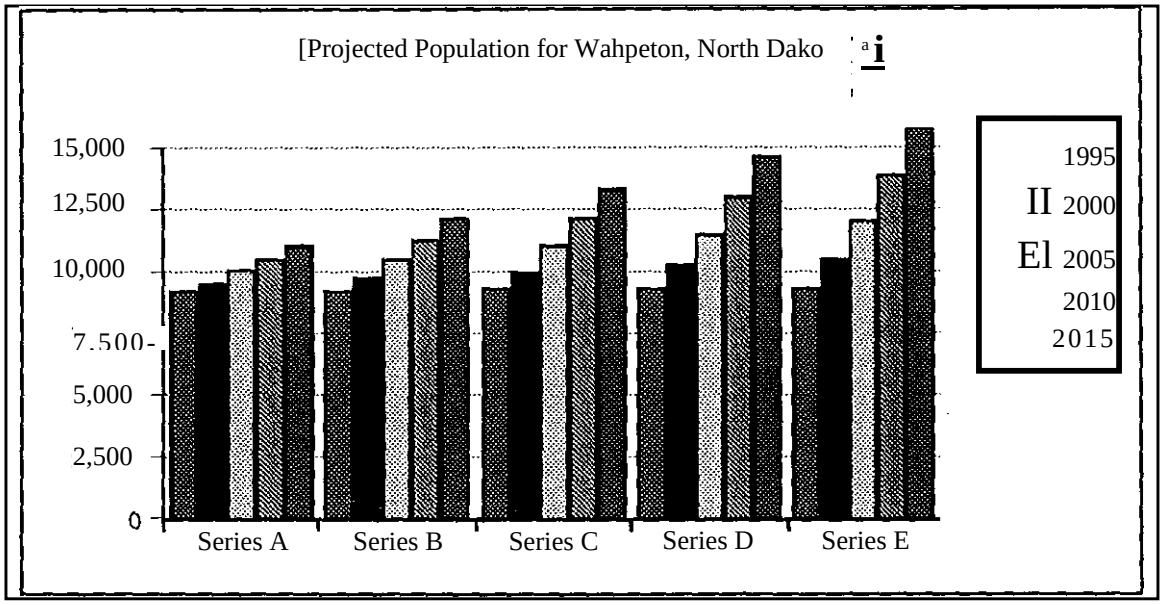
Series A assumes average growth of 1% per year.

Series B assumes average growth of 1.5% per year

Series C assumes average growth of 2% per year.

Series D assumes average growth of 2.5% per year.

Series E assumes average growth of 3% per year.



While no one can predict the future population changes accurately, there are opportunities for the city in cooperation with the private sector to achieve gains in desired population level. The housing environment is the key to population increase and will be carefully examined by the city in a separate study.

Planning and Development Impacts

Population growth requires expansion of a broad range of services and facilities in Wahpeton. For the private sector, it means more housing, retail services and other professional and repair services. Population growth for the private sector means an expanding job market and the availability of a labor pool for creating a diverse and multi-faceted economy. For the private sector, population growth means needs for school and park facilities, expansion of water/sewer system and more streets. The need for better traffic movement, location of new streets, water and sewer lines and positioning of major traffic generators avoid

conflicting situations. There are many services that the city needs to focus on to improve and maintain the quality of life, among which are health, safety, comfort and convenience of the public. Since many of the city's functions relate to the physical environment, the city, as the guardian of the public interest, is empowered to emphasize those actions which are of benefit to the largest part of the public.

Within the next 5 years the households are expected to grow at a rate of 1.7% annually. The growth of households will be important in determining the housing needs of Wahpeton. A study by Maxfield Research Group Inc., undertaken by Wahpeton and Breckenridge addresses the housing needs of the two communities.

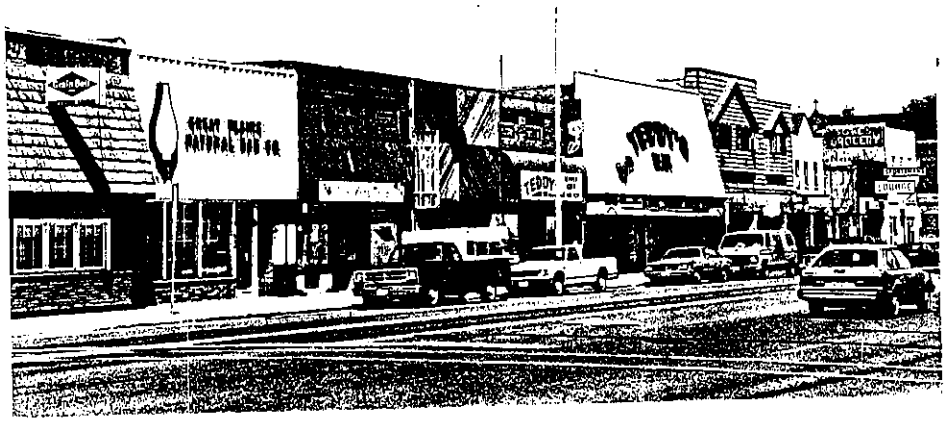
In addition to the city, there are other public bodies whose decisions impact the quality of life in Wahpeton. The Park District, School District, NDSCS, Richland County, Dwight Township, Center Township, ND state agencies and regional agencies each have an effect on the outcome of the physical growth.

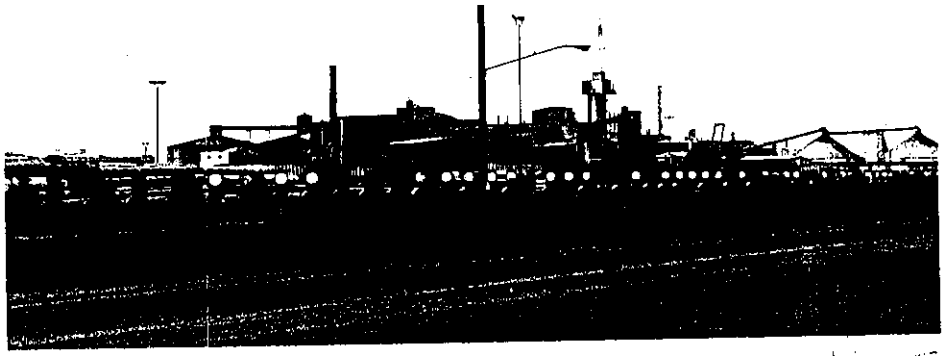
The largest responsibility for the physical development of Wahpeton, however, rests with the city government which has a broad range of statutory powers including land use guidance authority. For the next twenty years, the City of Wahpeton is expected to grow at about two percent annually, reaching a population of 10,000 by 2000, over 11,000 persons by 2005, about 12,200 by 2010 and 13,400 by 2015. The population growth is directly related to the ability of the city to provide the needed services at reasonable cost. The potential for growth, based on the employment opportunities is here. If the city

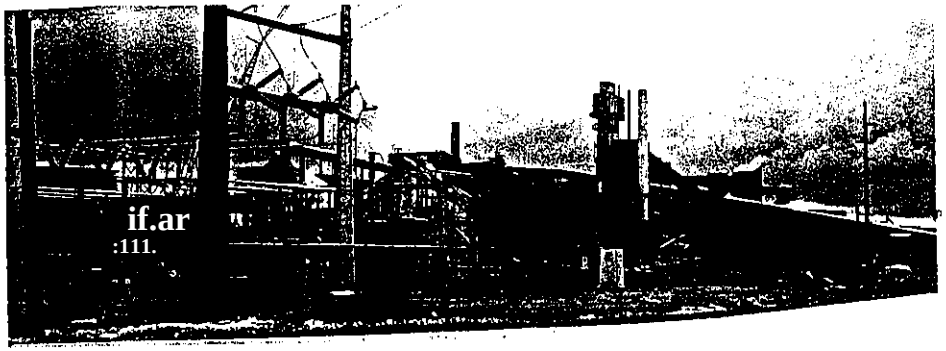
wishes to induce faster population growth, there is a need for continuous and regular evaluation of many physically and financially related decisions for expanding and improving the quality of services offered. While faster growth opportunities seem appealing, the. City of Wahpeton should make comprehensive planning process a focus particularly for the provision of public works. the unique employment opportunities in Wahpeton offer challenges which require readiness to embrace them.

ECONOMY

Employment
Income
Manufacturing
Retail Trade
Wholesale Trade
Services
Sales Taxes
City Financial Resources
Economic Development
Planning and Development Impact



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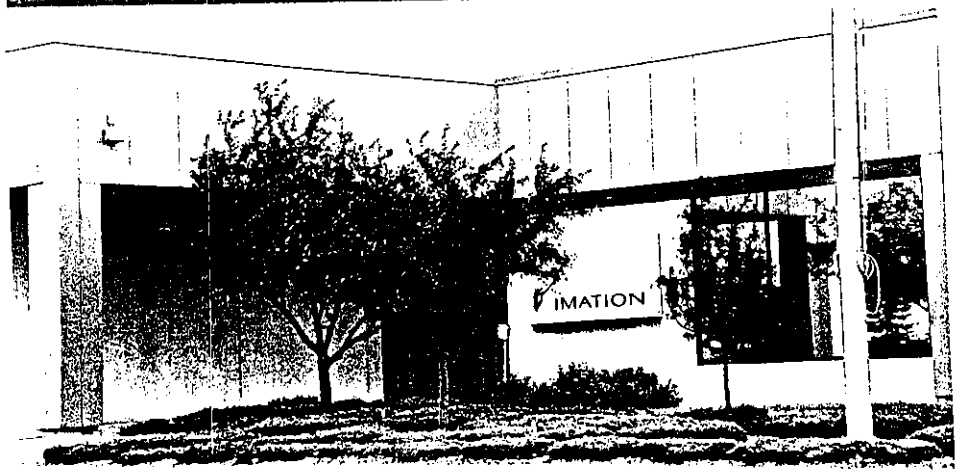
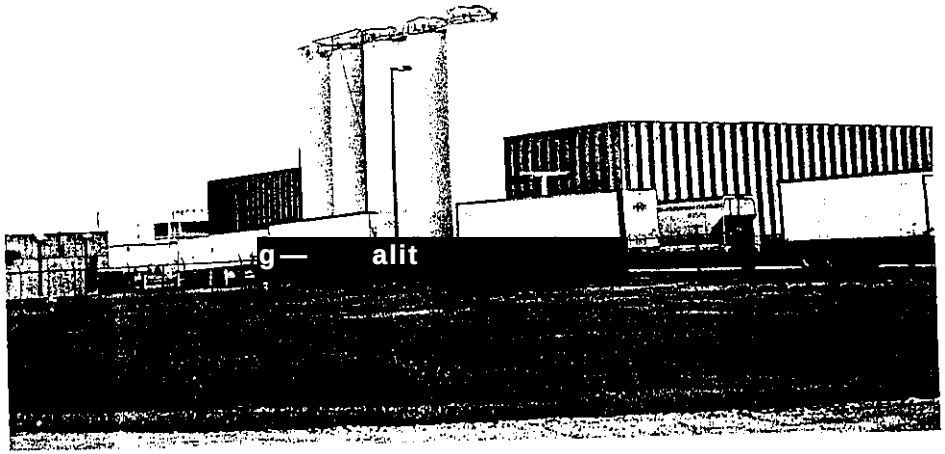

IMATION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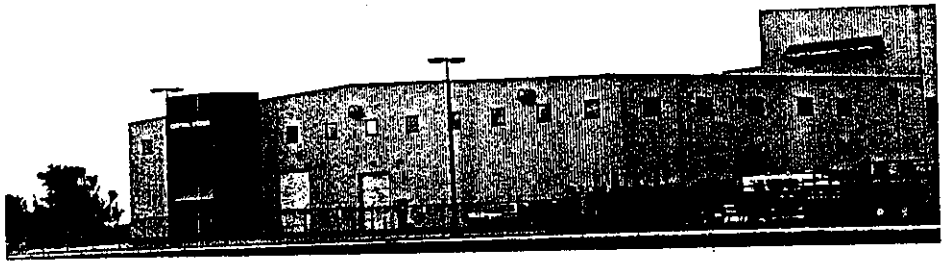
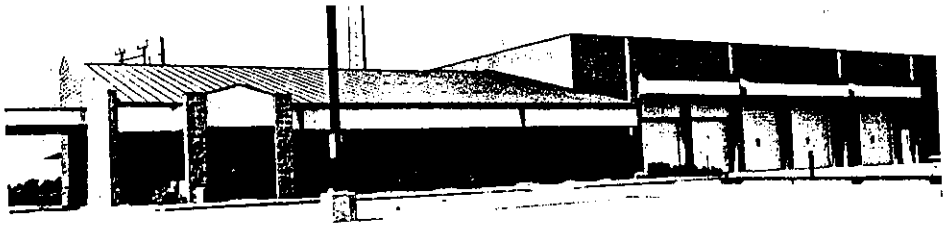




ECONOMY

The economy of Wahpeton, as a service center is directly tied into the adjoining counties in North Dakota, Minnesota and South Dakota. In the past two decades, Wahpeton has become a major manufacturing center with the five largest industries employing 1,865 persons. With a total manufacturing employment of 2,254 in 1995, Wahpeton has a very high ratio of key industrial employees to the total employment (36%). This ratio is by far higher than those of the four major cities in North Dakota. The total employment in 1995 was 6,285, a large number of whom live outside of the City and Richland County. Between 1989 and 1995 the total employment grew 24% from 5,064 to 6,285.

Employment

The general employment in Wahpeton is broad based and shows a continuous growth in recent years. The overall employment grew 4% annually between 1989 and 1995. Manufacturing, the largest employment sector grew 39.1% from 1,620 to 2,254. Government, the second largest sector, grew 9.5%. Retail trade and services gained 17% each (See Table E-1). Wholesale trade, because of proximity to Fargo, gained 6.3% and was the slowest growing economic sector in Wahpeton. The fastest growing sector, as a result of extensive industrial development, construction sector experienced 71% growth during 1989-1995 period.

Manufacturing is the dominant economic sector and consists of 36% of all jobs in the City. Government with 22.1% of employment is a far second and retail trade is the third largest sector and services ranks number four (See Table E-2).

Table E-1
Major Employment Sectors
in Wahpeton, North Dakota

	1989	1991	1993	1995	% Change 1989-95
Construction	143	205	243	244	70.60%
Manufacturing	1,620	1,833	2,367	2,254	39.10%
Transportation, Utilities and Comm.	265	284	311	354	33.60%
Wholesale Trade	158	161	170	168	6.30%
Retail Trade	741	801	843	868	17.10%
Finance, Ins., Real	133	124	134	148	11.30%
Services	733	745	839	860	17.30%
Government	1,268	1,250	1,303	1,389	9.50%
Total	5,061	5,403	6,210	6,285	24.10%

Source: Wahpeton Employment Profile, North Dakota Job Service

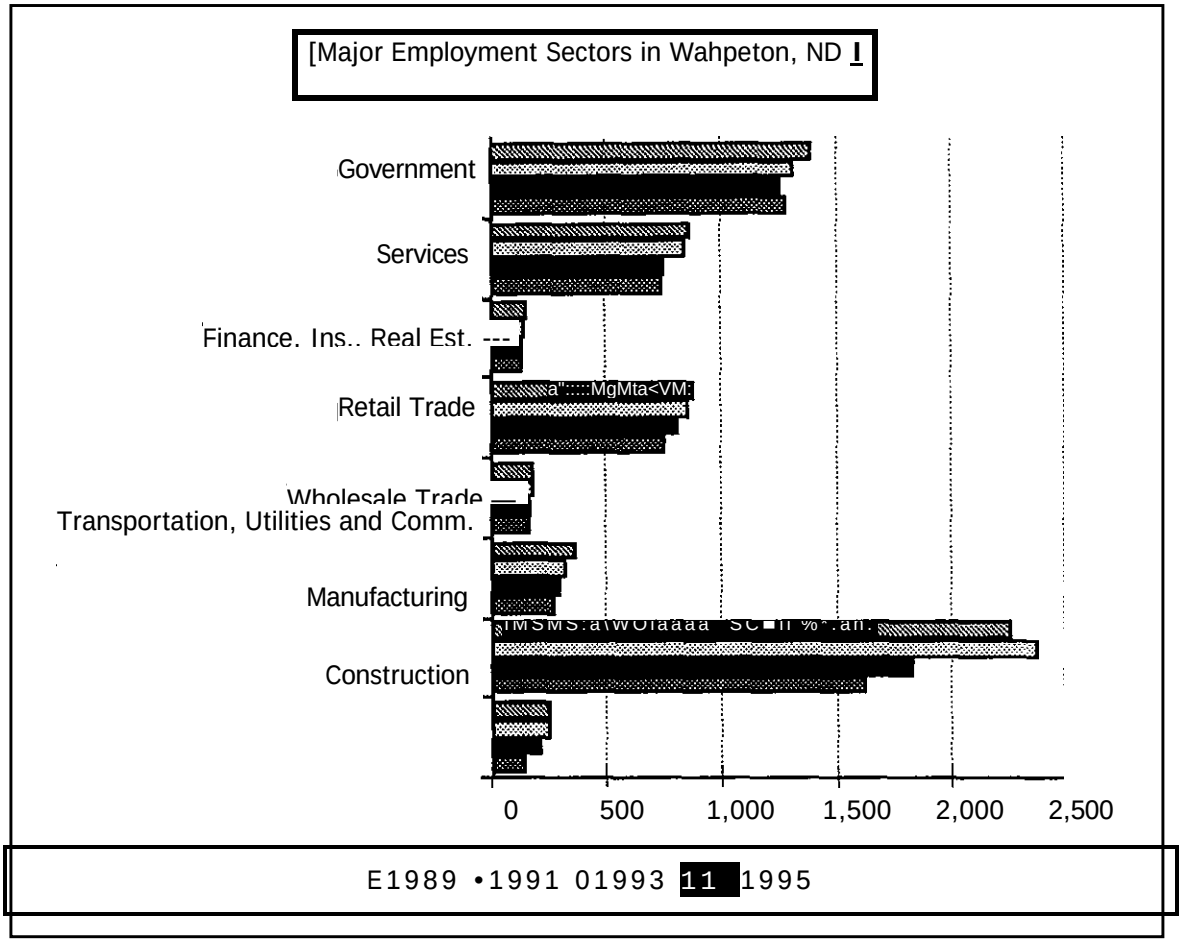


Table E-2
Major Employment Sectors
as Percent of total Employment
In Wahpeton, North Dakota

Sector	1989	1991	1993	1995
Construction	2.8%	3.8%	3.9%	3.9%
Manufacturing	32.0%	33.9%	38.1%	35.9%
Transportation, Utilities, Comm.	5.2%	5.3%	5.0%	5.6%
Wholesale Trade	3.1%	3.0%	2.7%	2.7%
Retail Trade	14.6%	14.8%	13.6%	13.8%
Finance, Ins., Real Est.	2.6%	2.3%	2.2%	2.3%
Services	14.5%	13.8%	13.5%	13.7%
Government	25.0%	23.1%	21.0%	22.1%

Source: Wahpeton Employment Profile, North Dakota Job Service

In Table E-3 we find a significant overall change in women's participation in the labor force. In transportation, utilities and communication, the number of female employees increased 58%. Finance, real estate and insurance also provided an employment growth of 24% for women. In the manufacturing field, there has been a growth of 42% of participation by women. Likewise, the 1989 and 1995 data shows a growth of 14% in services and 17% in government for women employees. In retail trade, we note a decline in women's employment and a sharp rise in men's employment. In contrast, the male labor force had the highest gains in construction, retail trade, manufacturing and services.

Employment in Breckenridge is smaller than in Wahpeton both numerically and as a percent of total population, since Wahpeton has much larger manufacturing, education and general commercial services.

Table E-3
Number of Firms and Number of Men and Women Employees for Major Employment Sectors in Wahpeton, ND

	1989			1995			% Change 1989-95	
	Wage Sal. Emp.			Wage Sal. Emp.				
	No. of	Male	Female	No. of	Male		Male	Female
Construction	25	126	20	37	220	24	75.0%	12.0%
Manufacturing	19	1,130	490	28	1,557	697	38.0%	42.0%
Trans., Utilities & Comm.	18	225	40	25	291	63	29.0%	58.0%
Wholesale Trade	22	118	40	25	132	36	12.0%	(10.0%)
Retail Trade	80	360	380	72	561	307	56.0%	(14.0%)
Fin., Ins., Real Est.	40	43	90	35	36	112	(16.0%)	24.0%
Services	119	173	560	129	219	641	27.0%	14.0%
Government	18	621	647	20	641	748	3.0%	17.0%

Source: Wahpeton Employment Profile, North Dakota Job Service

The 1990 census also provides a basis for measuring employment sectors even though different approaches are used, some of which, in the case of Wahpeton, appear conflicting. Comparison of selected cities and North Dakota shows that manufacturing employment in Wahpeton is about three times that of employment in those cities and the state. Retail trade at 16.6% of the total employment compares with 22.5% for Devils Lake and 24% in Dickinson, 23% in Valley City, 21% in Williston and 18% for North Dakota. Professional services with a ratio of 35% is the highest among cities and almost twice that of North Dakota. Ratio of employment in education in Wahpeton is the highest (See Table E-4).

Table E-4
1990 Sector Employment as Percent of Total Employment for Selected North Dakota Cities

	Wahpeton	Devils Lake	Dickinson*	Valley City	Williston	N.D.
Agriculture	6.1%	3.8%	3.4%	4.6%	3.0%	15.4%
Construction	3.0%	5.2%	4.5%	5.2%	4.1%	7.0%
Manufacturing	17.4%	6.0%	6.5%	5.9%	3.4%	5.8%
Transportation	2.2%	1.7%	5.4%	2.5%	6.7%	4.4%
Comm. & Utilities	2.1%	2.3%	1.7%	1.6%	3.5%	3.4%
Wholesale Trade	3.2%	3.1%	3.7%	5.9%	5.1%	5.1%
Retail Trade	16.6%	22.5%	24.0%	23.3%	21.3%	18.5%
Fin., Ins., & Real Est.	3.5%	6.1%	6.6%	4.5%	4.8%	7.4%
Business Services	3.6%	3.9%	2.5%	4.0%	4.4%	5.9%
Personal, En. & Rec.	4.2%	6.0%	4.2%	5.2%	6.4%	0.6%
Professional Services	34.6%	33.3%	27.3%	33.2%	26.9%	22.2%
Health Care	9.9%	12.9%	10.4%	10.3%	10.4%	8.6%
Education	17.4%	10.4%	10.1%	15.1%	9.0%	9.8%
other	- -	- -	7.4%	- -	8.8%	3.8%
Public Admin.	3.6%	5.9%	3.2%	3.9%	4.7%	4.8%

Data for mining and forestry not included

Source: 1990 Census of Population and Housing

In 1990, of the 5,400 workers in Wahpeton about 2,654 were residents while 2,746 employees or about 51% commuted for work. While, to an extent, other comparable cities have commuter employees, it is believed that Wahpeton, because of its location, its manufacturing and education sectors and good highway access has one of the largest commuting employees ratios.

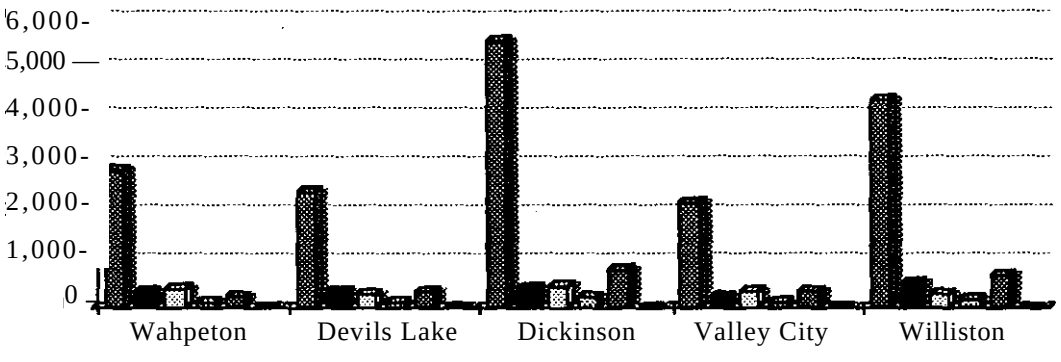
Table E-5 shows the resident employees for selected cities in North Dakota. The ratios, for each employment category, are presented in Table E-6. Here, we find that about 79% of the jobs are provided by the private sector and 21%

by local, state and federal governments. Private companies, large and small, account for 73% of the jobs, one of the highest among comparable cities, and self employment sector is the smallest, local government employment including city, county, schools are the second lowest, whereas state government employment because of NDSCS, is the highest.

Table E-5
Resident Employment by Type of Employment
for Selected North Dakota Cities, 1990

	Wahpeton	Devils Lake	Dickinson	Valley City	Williston
Private Wage & Salary	2,815	2,400	5,497	2,162	4,284
Local Government	313	348	410	216	491
State Government	405	256	455	316	284
Federal Government	99	86	221	90	154
Self-employed	223	338	777	330	669
Unpaid Family	18	20	22	18	22
Total Employment	3,873	3,448	7,382	3,132	5,904

Source: 1990 Census of Population and Housing



Employment by Class of Workers for Selected North Dakota Cities, 1990

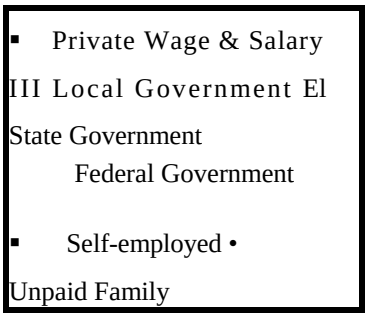
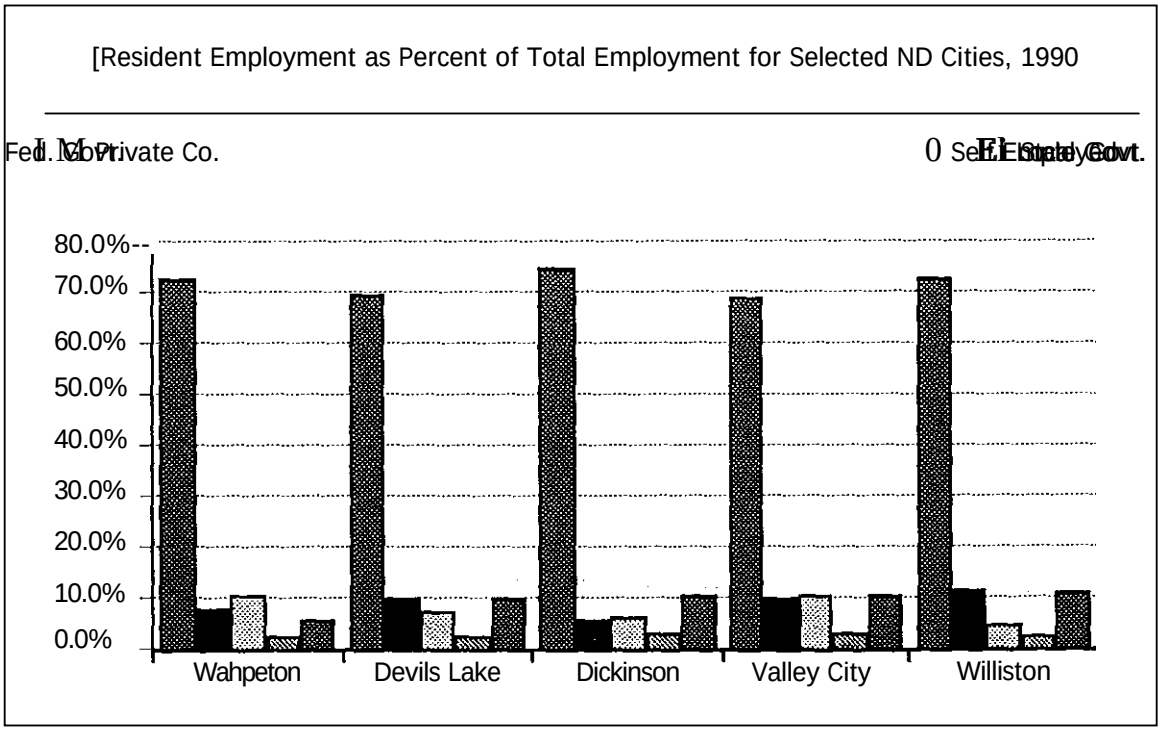

▪ Private Wage & Salary
III Local Government El
State Government
Federal Government
▪ Self-employed •
Unpaid Family

Table E-6
Resident Employment as Percent of Total Employment for Selected North Dakota Cities, 1990

	Wahpeton	Devils Lake	Dickinson	Valley City	Williston
Private Co.	72.7%	69.6%	74.5%	69.0%	72.6%
Local Govt.	8.1%	10.1%	5.6%	10.0%	11.5%
State Govt.	10.5%	7.4%	6.4%	10.6%	4.8%
Fed. Govt.	2.6%	2.5%	3.0%	2.9%	2.6%
Self Employed	5.8%	9.8%	1 0.5%	10.5%	11.3%

Source: 1990 Census of Population



Income

The largest number of households in Wahpeton were in the $25,000-$35,000 income category in 1989, followed by the $15,000-$25,000, $35,000- $50,000, and $5,000-$10,000 categories. Perhaps, the reason for $10,000-$15,000 group ranking number five is the large number of students attending NDSCS (See Table E-7).

Table E-7

1989 Family and Household Income for Richland County and Wahpeton, North Dakota

	Wahpeton		Richland County	
	Household	Families	Households	Families
Under $5,000	210	72	426	126
$5,000-$9,999	399	92	769	274
$10,000-$14,999	384	139	859	435
$15,000-$24,999	552	376	1,294	920
$25,000-$34,999	561	453	1,320	1,051
$35,000-$49,999	455	425	1,090	1,038
$50,000-$74,999	317	296	574	538
$75,000499,999	51	46	110	103
$100,000 or more	47	47	122	114
Total Hslds & Families	2,976	1,937	6,564	4,599

Source: 1990 Census of Population and Housing

For the family income, the largest category was $25,000435,000 followed by $35,000-$50,000 category and $15,000-$25,000 category. In contrast, in Richland County, the largest category for households was $15,000-$25,000, whereas for families the largest category was $25,000-$35,000 with a close range for $35,000-$50,000 (See Table E-8). At the same time, this comparison could be applied to Fargo with relatively the same income ranges for the households and families . For North Dakota, the largest category is $15,000-$25,000 for families and households.

In Breckenridge, the median household income was $21,398 in 1990 compared with $22,937 in Wahpeton. About 44% of the households in Breckenridge had an income of $25,000 or more in contrast with 48% in Wahpeton. Those households with an income of $50,000 and more consisted of 14% of all households in Wahpeton and 8% of all households in Breckenridge.

Table E-8

1989 Family and Household Income as Percent

of the Total for Richland County and Wahpeton, North Dakota

	Wahpeton		Richland County		North Dakota	
	Household	Families		Household		Household
Under $5,000	7.1%	3.7%	6.5%	2.8%	13.5%	7.3%
$5,000-$9,999	13.4%	4.7%	11.7%	6.0%	17.8%	14.2%
$10,000-$14,999	12.9%	7.2%	13.1%	9.5%	17.3%	17.3%
$15,000424,999	18.5%	18.9%	20.1%	20.2%	27.8%	31.9%
$25,000-$34,999	18.9%	23.4%	19.7%	23.1%	14.4%	17.9%
$35,000-$49,999	15.3%	21.9%	16.6%	22.8%	6.2%	7.8%
$50,000474,999	10.7%	15.3%	8.7%	11.8%	3.0%*	3.7%*
$75,000499,999	1.7%	2.4%	1.7%	2.3%		
$100,000 or more	1.6%	2.4%	1.9%	2.5%		

* represents earning $50,000 or more

Source: 1990 Census of Population and Housing

About 56% of the households in Breckenridge had an annual income of $15,000-$50,000 in comparison with 86% in Wahpeton, while the respective ratio for the households with incomes below $15,000 was 22% for Wahpeton and 36% for Breckenridge.

In Table E-9, we find a comparison between Wahpeton and other cities for per capita, households, families and non-family income. The per capita income for all cities ranges from $10,000 to $10,800 in comparison with $11,500 for the state. The median household and family income in Wahpeton are higher than those of the selected cities and even North Dakota. In contrast, the adjoining counties show variation in income levels for individuals, households, families and non-family householders (See Table E-10).

Table E-9
1989 Median Family, Household, Individuals and Per Capita Income for Selected Cities in North Dakota

	Wahpeton	Devils Lake	Dickinson	Valley City	Williston	No. Dak.
Per Capita	$10,110	$10,822	$10,102	$10,245	$11,585	$11,501
Households	$22,937	$19,952	$21,615	$19,964	$22,407	$23,213
Families	$31,327	$26,299	$28,305	$27,049	$29,144	$28,707
Non-family	$11,312	$12,366	$11,146	$10,502	$13,822	$12,839

Source: 1990 Census of Population and Housing

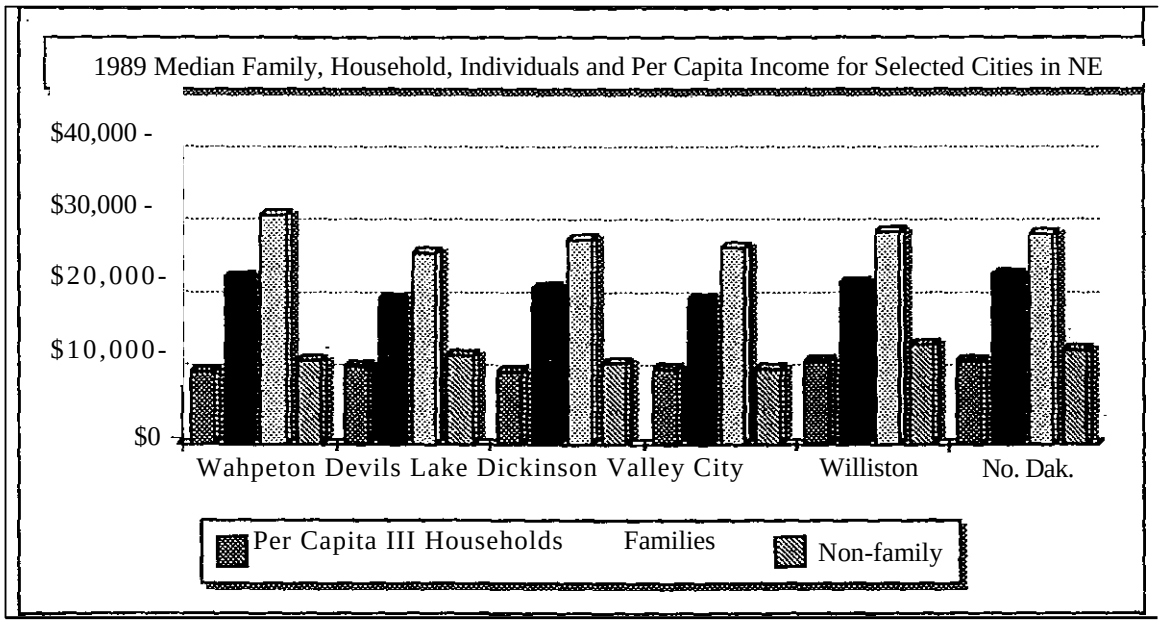
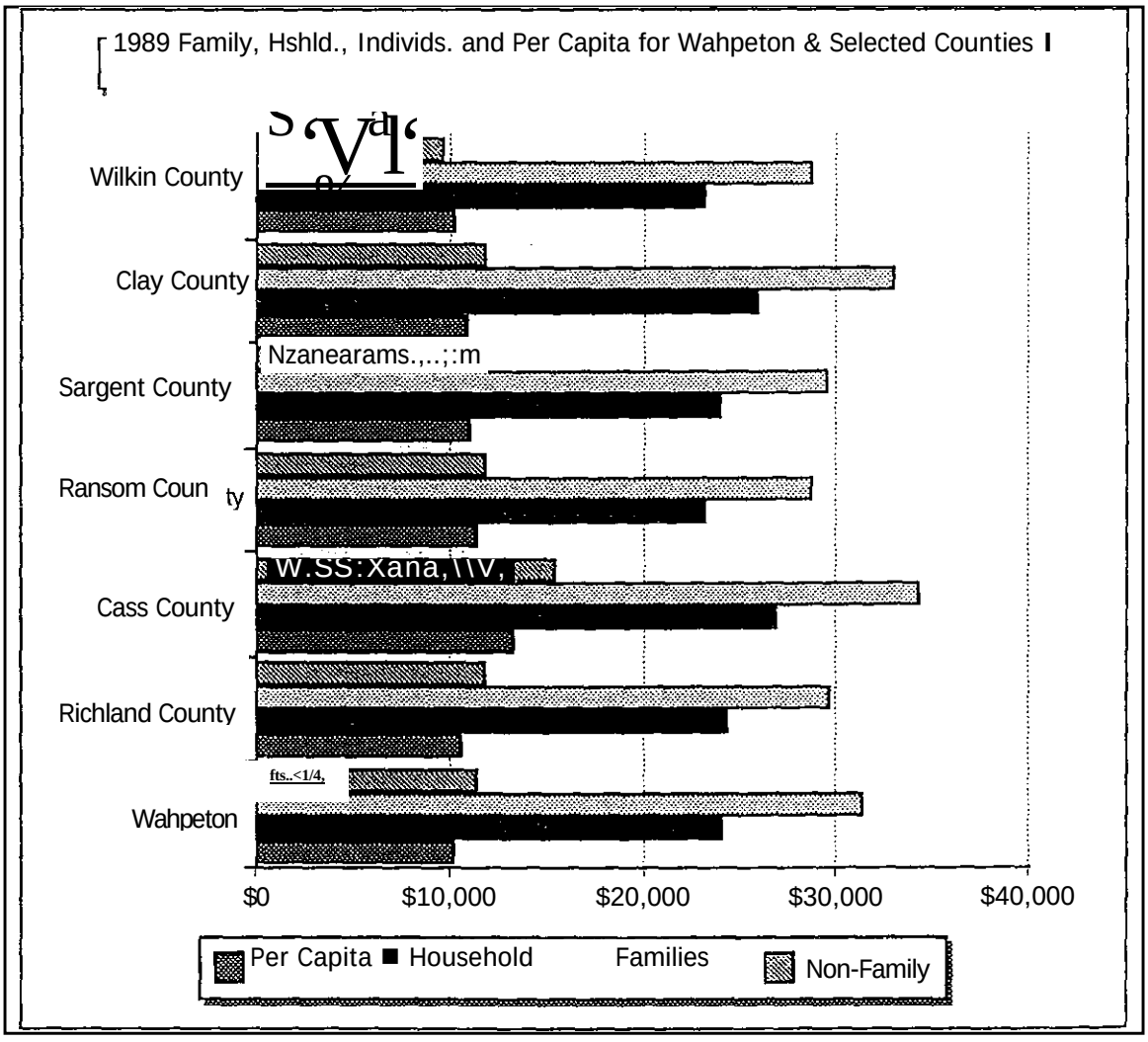


Table E-10
1989 Median Family, Household, Individual and Per Capita Income for the City of Wahpeton and Selected Counties in North Dakota and Minnesota

	Wahpeton	Richland County	Cass County	Ransom County	Sargent County	Clay County	Wilkin County
Per Capita	$10,110	$10,562	$13,240	$11,297	$10,867	$10,836	$10,108
Household	$23,937	$24,248	$26,806	$23,017	$23,838	$25,891	$23,081
Families	$31,327	$29,534	$34,221	$28,684	$29,514	$32,983	$28,726
Non-Family	$11,312	$11,690	$15,332	$11,733	$11,750	$11,749	$9,660

Source: 1990 Census of Population and Housing



Another perspective on income is the effective buying income (EBI) through a survey conducted by the Journal of Sales and Marketing Management for all counties and large cities in the U.S. In this analysis, we find that the median household EBI for Richland County stands only next to Cass County in southeastern North Dakota, but the mean per capita EBI for Richland County is lower than Ransom and Sargent Counties in North Dakota but higher than Clay and Wilkin Counties in Minnesota (See Table E-11).

Table E-11
1995 Total Effective Buying Income (EBI),
Median Households and Per Capita EBI
for Selected Counties in North Dakota and Minnesota

	Total EBI ($1,000)	Median Hsld. EBI	Mean Per Capita EBI
North Dakota			
Cass	$1,968,704.00	$37,332.00	$17,832.00
Ransom	$91,921.00	$33,026.00	$15,848.00
Richland	$268,791.00	$34,045.00	$14,688.00
Sargent	$68,231.00	$33,672.00	$15,162.00
Minnesota			
Clay	$703,115.00	$33,152.00	$14,062.00
Wilkin	$90,276.00	$28,526.00	$12,199.00

Source: Sales and Marketing Management, August 1996

Also, the total aggregate personal income .compiled by the Bureau of Economic Analysis, U.S. Department of Commerce, provides another dimension for Richland and adjoining counties in North Dakota and Minnesota. Table E-12 shows the significant changes in the total incomes for Richland County and adjoining counties. In a span of eight years, the total personal income in Richland County grew 23% amounting to an average annual growth of 3% excluding the inflation. This growth, however, is the smallest in the southeastern North Dakota Counties and the two counties in Minnesota. Cass County is the leading area with 54% or an average annual growth of 7%.

Table E-12

Total Personal Income for

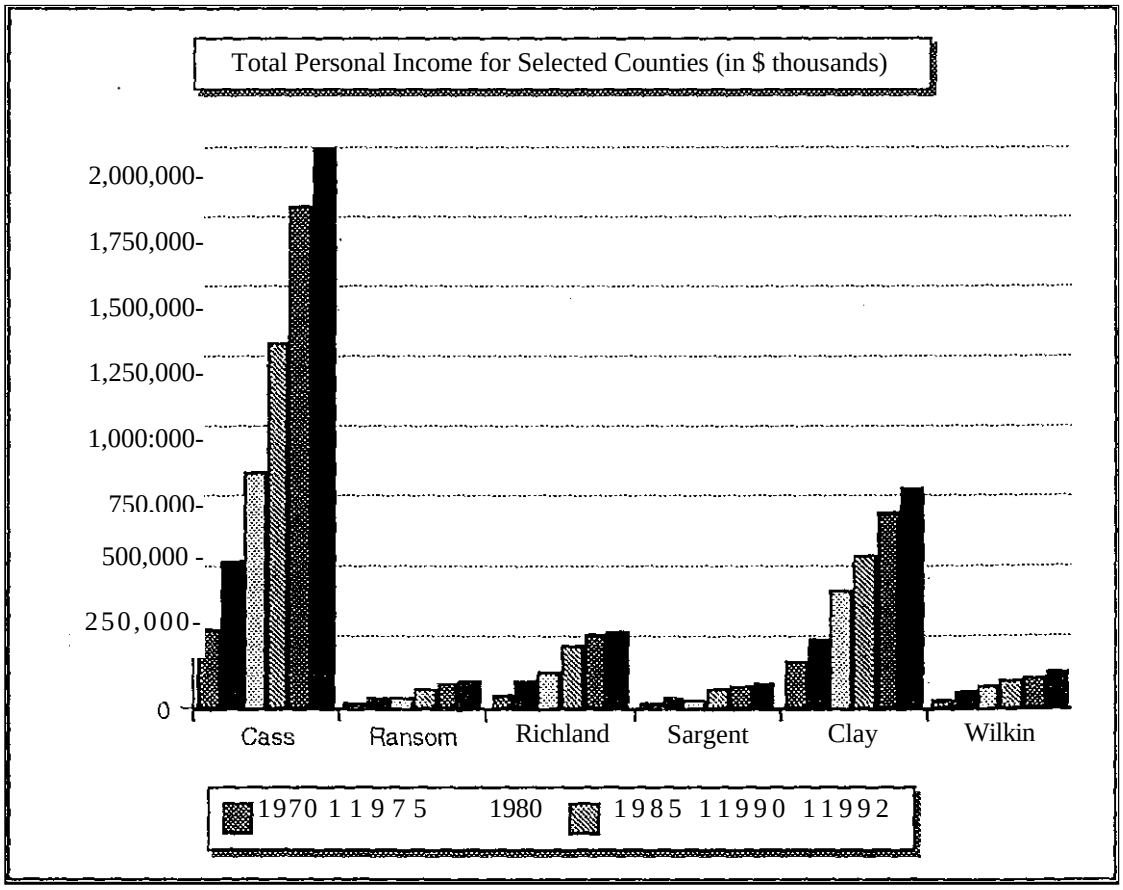
Selected Counties in North Dakota and Minnesota

(in $ Thousands)

	Cass	Ransom	Richland	Sargent	Clay	Wilkin
1970	277,360	21,720	49,234	17,202	164,511	31,416
1975	521,317	42,267	95,171	36,986	243,644	60,460
1980	839,294	34,445	120,699	31,252	408,752	73,121
1985	1,302,031	68,496	220,254	64,851	540,489	98,766
1990	1,791,241	88,192	256,437	78,247	696,176	109,286
1992	2,002,942	96,438	271,484	88,986	780,248	129,458
Change						
1970-92	622.0%	344.0%	446.0%	417.0%	374.0%	312.0%
1985-92	54.0%	41.0%	23.0%	37.0%	44.0%	31.0%

Figures not adjusted for inflation

Source: Local Area Personal Income 1969-92, U.S. Dept of Commerce
Bureau of Econ. Analysis



Manufacturing

In 1992, Richland County with 2.9% of the population of North Dakota had 8% of the manufacturing employment in the state and 10% of value added. The relative value of the manufacturing shipments was 8.5% of North Dakota's. During the 1989-1995 period, the manufacturing employment in Wahpeton grew 24% and the number of women entering the field increased by 18% (See Table E-13).

Table E-13

Characteristics of Manufacturing Employment in Wahpeton, North Dakota

	Total	Female	Total	Female
Food Process	NA	NA	552	131
Printing and Publishing	40	26	46	23
Metal Products & Machinery	310	39	354	43
Other Manufacturing	1,485	524	1,302	500
Total	1,835	589	2,254	697

Source: Wahpeton Employment Profile, North Dakota Job Service

This growth is significant compared to the overall population growth of 4.4% in the same period. The changes in industrial employment also support the growth in other periods. In 1977 the manufacturing employment in Richland County was 800 which has grown to 2,254 in 1995 in Wahpeton alone. At the time, there was a substantial increase in value added and value of shipments. From 1987 to 1992, the value added increased only 6.2%, but the wages and salaries of industrial workers grew 86% and value of shipments increased 12.8%. The only competing entity in North Dakota in this regard, is Cass County because of the influence of Fargo with a population of 80,000 and a much larger local and regional service area (See Table E-14).

Table E-14
Characteristics of Manufacturing in Richland and Cass Counties, North Dakota

	Richland County			Cass County		
	1987	1992	%Change	1987	1992	% Change
No. of Eslab.	26	28	7.7%	122	156	27.9%
No. of Employees	1,500	2,000	33.3%	4,000	5,000	25.0%
Payroll ($1000)	31,700	51,600	63.4%	75,100	109,000	45.1%
Product Workers						
No.	1,200	1,700	41.7%	2,700	3,600	33.3%
Wages ($1000)	21,300	39,600	85.9%	44,700	62,500	39.8%
Value Added ($1000)	131,400	139,600	6.2%	228,700	384,100	67.9%
Value of Shpmnt.($1000)	264,400	298,200	12.8%	562,100	921,900	64.0%

Source: Census of Manufacturers, U.S. Dept. of Commerce

The manufacturing sector in Wahpeton (Richland County) is much stronger than comparable cities in North Dakota. Table E-15 provides a glaring contrast among Wahpeton and these communities emphasizing the industrial strength of Wahpeton and Richland County. A brief review, reveals that Richland County, although smaller than most of these counties, has a manufacturing work force about 4 times larger than Stark County (Dickinson) and a manufacturing payroll of 5.5 times. Similarly, it has nearly five fold higher value of manufacturing shipment. For other counties, Richland County substantially out ranks them all.

Table E-15

Characteristics of Manufacturing in Selected North Dakota Counties, 1992

	Richland (Wahpeton	Barnes (Valley City)	Ramsey (Devils Lake)	Stark (Dickinson)	Williams (Williston)
No. of Establish.	28	16	8	20	30
No. of Employees	2,000	200	400	500	200
Payroll ($1000)	51,800	4,600	6.200	10,900	3,400
Value Added ($1000)	139,200	11,400	10,000	25,500	8,700
Value of Shpmnt. ($1000)	298,200	32,300	19,600	64,300	13,700

Source: Census of Manufacturers, U.S. Dept. of Commerce

Several current developments point to a much larger industrial employment in Wahpeton in the near future. First, a number of existing industries are in the process of expanding. Three industries have immediate expansion plans for adding 300 jobs within the next three years. Second, ProGold will be coming on line in early 1997 with full base employment of 150 workers. The operating expenses of this plant are estimated at $117 million annually (Leistritz, NDSU, 1995). A study, "Potential Local Socioeconomic Impacts of the Proposed ProGold Processing Plant" estimate a total construction cost of $261 million of which about $113 million is expected to be received within southeastern North Dakota. This is a very capital intensive manufacturing plant, with a peak construction of over 1,000 workers. With the low unemployment in Richland County, it is expected that almost all of the construction jobs will be filled in by outside labor. Also, a large part of the permanent plant workers, unless specifically trained for ProGold, will be coming from outside the immediate service area. The study estimates that $118 million will be the secondary impact of the plant during construction. During the actual operation, the direct annual economic impact is estimated at $75.8 million and indirect impact at

$175.4 million for a total of $251 million. The number of secondary jobs as an impact of this facility is estimated at 2,850 from 1997 on.

It is estimated that 80 of the construction workers will be non-local, 70% of the operation workers and 60% of the secondary workers will also be non-local. Short term projections for residency in Richland County is estimated at 55% for primary workers and 16% for the secondary workers. It is recognized that Richland County, particularly Wahpeton will attract a large number of the primary and secondary jobs in the future.

Retail Trade

Retail trade in Wahpeton, because of proximity to a dominant market like Fargo and to an accessible and smaller market like Fergus Falls has not grown in proportion to employment base. Some observe that public attitude, in addition to size of the market, has played a role in slow retail development. Others also mention the size of the population and proximity to Fargo as major factors.

From 1977 to 1992 the retail employment in Wahpeton grew from 647 to 800. At the same time, the number of establishments declined from 93 to 71 which perhaps is indicative of larger businesses in our time. The retail trade total sales grew 112% which with inflation adjustment shows an average annual growth of 2.4%. A comparative analysis among Wahpeton and other selected cities indicates that Wahpeton has fewer establishments, retail workers, sales volume and payroll (See Table E-16).

Table E-16

Retail Sales in Selected

North Dakota Cities, 1987 and 1992

	Wahpeton	Devils Lake	Dickinson	Valley City	Williston
1992					
No. of Establish.	71	106	172	85	142
Sales ($1000)	83,034	113,365	188,619	73,711	140,589
Payroll ($1000)	8,367	13,024	19,356	8,266	15,034
No. of Employees	800	1,234	1,898	867	1,672
1987					
No. of Establish.	86	129	194	87	160
Sales ($1000)	70,332	89,314	154,721	61,225	111,102
Payroll ($1000)	7,409	10,484	16,495	7,036	13,627
No. of Employees	779	1,229	1,874	873	1,505

Source: Census of Retail Trade 1987 and 1992
U.S. Dept. of Commerce

The overall retail trade characteristics, here, need to be examined in terms of distance to dominant retail centers in North Dakota. Devils Lake is located on U.S. Highway 2 at mid point between Grand Forks and Minot with a seven county market area about 200 miles apart. Dickinson is located 100 miles west of Bismarck with little competition in southwestern North Dakota and southeastern Montana. Valley City is located 70 miles west of _Fargo and 30 miles east of Jamestown and serves the rural market on the south side heavily and a part of the counties to the north. Williston, like Dickinson, serves many counties and enjoys a large market in northwestern North Dakota and north eastern Montana. In comparing the 1987 and 1992 retail trade data, we find consolidation of more retail establishments in all communities. In addition, we see varying degrees of growth in retail sales based on the location of the city. On the other hand, we note some differences in dollar value of average sales per worker and average worker salaries (See Table E-17).

Table E-17
Changes in Retail Sales Characteristics
in North Dakota Selected Cities
1987-1992

	Wahpeton	Devils Lake	Dickinson	Valley	Williston
No. of Establish. %	(17.5)	(17.9)	(11.4)	(2.3)	(21.2)
Sales %	18.1	26.9	21.9	20.4	26.5
Payroll %	12.9	24.2	17.3	17.5	10.3
No of Employees %	2.7	0.4	1.3	3.6	10.0
Ave. Sale Per Worker					
1987 ($1000)	90.3	7,207	86.6	73.2	73.8
1992 ($ 1000)	103.8	91.9	99.4	85.1	84.1
% change	15.0%	26.4%	14.7%	16.3%	14.0%
Ave. Payroll					
1987 ($ 1000)	9,511	8,531	8,802	8,406	9,054
1992 ($1000)	10,458	10,554	13,198	9,534	8,991
% change	10.0%	23.7%	15.9%	13.4%	1.0%

Source: Census of Retail Trade, 1987-1992

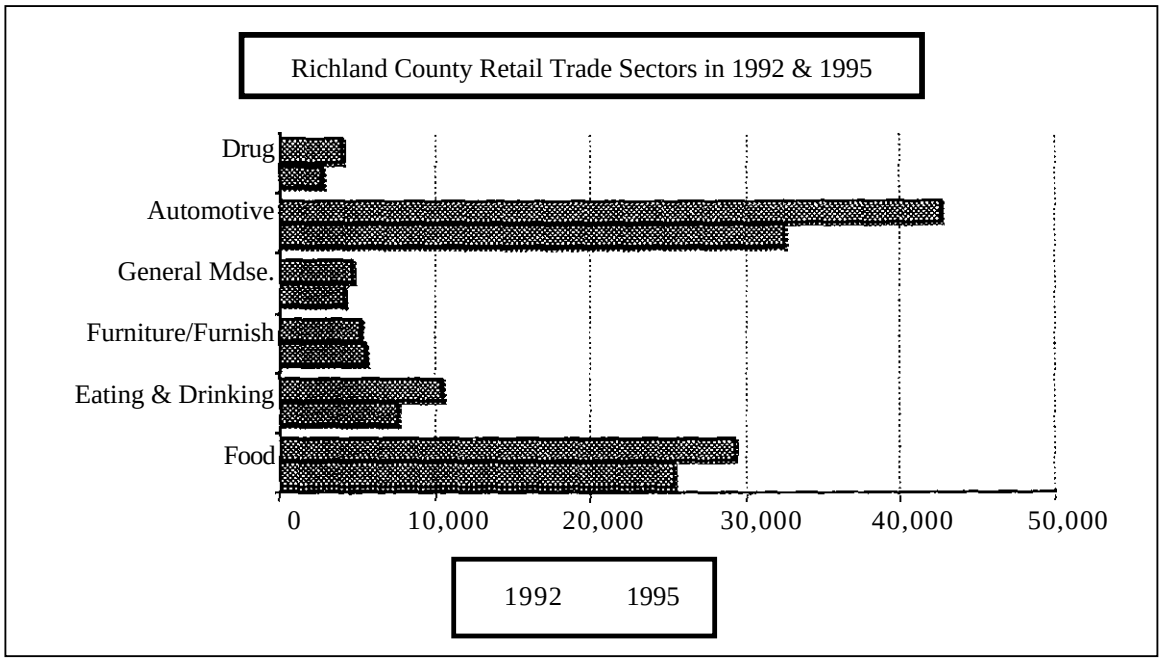
Retail trade between 1992 and 1995 grew 21% in Richland County compared to a growth of 30% in Barnes County, 34% in Ramsey County, 32% in Stark County and 53% in Williams County (Journal of Sales and Marketing Management). The major retail sectors in Richland County are presented in Table E-18. Here, we find a strong recent performance in proprietary drugs, automotive, eating and drinking establishments.

The Minnesota Retail Institute, in "Trade Area Mass Market Discount Store" prepared in 1992, states that Wahpeton has the lowest ratio of retail square footage per person compared with nine other communities within a 100 mile radius. This low ratio, the report suggests, provides much opportunity for expansion of the retail market in the area.

Table E-18
Richland County Retail Trade
Sectors in 1992 and 1995

	- in ($1000)		
	1992	1995	%Change
Food	25,227	29,191	15.7%
Eating & Drinking	7,432	10,334	39M%
Furniture/Furnish	5,433	5,102	(6.1%)
General Mdse.	4,132	4,545	10.0%
Automotive	32,379	42,491	31.2%
Drug	2,716	3,978	46.5%
Total Sales	105,971	128,023	20.9%

Source: Journal of Sales and Marketing Management.1992 and 1995



Wholesale Trade

In this sector, Richland County has established a local market about 2.2% of the North Dakota market indicating a heavy influence of Fargo which captured 26% of the state's market in 1992. Once again, the distance factor, as mentioned in retail trade analysis, plays a role in share of the market in wholesale trade, but yet Wahpeton has shown enough influence when the average sale per employee is calculated (See Table E-19).

Table E-19
Wholesale Trade for Selected Counties in North Dakota, 1987 and 1992

	Richland	Barnes	Ramsey	Stark	Williams
1992					
No. of Establishments	64	48	50	82	96
Sales ($1000)	170,544	145,336	155,166	226,225	242,090
% State	2.2%	1.9%	2.0%	3.0%	3.2%
Payroll ($1000)	6,514	5,260	8,323	11,410	13,124
No. of Employees	379	261	399	612	626
Average Sale/Emp.	449,984	556,843	388,887	369,649	386,725
Ave. Payroll/Emp.	17,187	20,153	20,860	18,644	20,964
1987					
No. of Establishments	55	48	50	76	105
Sales ($ 1000)	148,888	NA	91,487	170,555	254,379
% State	2.4%	- -	1.5%	2.8%	4.2%
Payroll ($1000)	5,894	NA	5,563	7,969	12,758
No. of Employees	364	NA	311	522	667
Average Sale/Emp.	409,302		294,170	326,734	381,378
Ave Payroll/Emp.	16,192		17,887	15,266	19,127

Source: Census of Wholesale Trade, U.S. Dept of Commerce

Examining the data for other counties selected in this analysis reveals a noticeable strength and much future potential in Wahpeton. In absence of.any major economic center to the south, one can conclude that a part of southwestern Minnesota and northeastern South Dakota has been within the wholesale trade zone of Wahpeton and shows potential for expansion. While the growth in recent years, between 1987 and 1992, is less than Devils Lake and Dickinson, yet it is practical to expand the wholesale market to the south and southwest and to an extent to the southeast. The changes during this period, among the selected counties varies from a very high in Ramsey County to little change in Williams County. Richland County maintains an average rank (See Table E-20).

Table E-20
Changes in Wholesale Trade
for Selected Counties
in North Dakota,1987-1992

	Richland	Barnes	Ramsey	Stark	Williams
No. of Establishments	16.4%		- -	7.9%	(8.6%)
Sales	14.5%		69,6%	32.6%	(4.8%)
Payroll	10.5%		49.6%	43.2%	2.9%
No. of Employees	4.1%		28.3%	17.2%	6.1%

Source: Census of Wholesale Trade, U.S. Dept. of Commerce

Services

Wahpeton, also, serves as a service center in southeastern North Dakota. As a center for manufacturing, education and health care, it also provides a broad range of other primary and complimentary services in North Dakota, Minnesota and South Dakota. The service sector, including government in Wahpeton, in 1995 with 2,249 employees was the second largest employment category consisting of 37% of all jobs. Of all services, state employment (30% of all employment) is the largest to be followed by local government (24% of total employment) and medical and health care (15% of total employment). Table E-21 presents a comparison of 1989 and 1995 service industry employment and the relative changes in that period. The total value of receipts from 1987 to 1992 grew from $14,970,000 to $20,865,000 or 39%. The payroll, during this period, grew 62%. The significance of the service industries, like manufacturing, is that it brings new dollars with high multiplier value into Wahpeton.

Table E-21

Service Industries Employment

in Wahpeton, North Dakota

	1989		1995		%Change	
	Total	Female	Total	Female	Total	Female
Agricultural Services	30	11	33	14	10.0%	23.0%
Personal Services	56	47	55	46	(1.0%)	(2.0%)
Business Services	42	24	42	22	0.0%	(8.0%)
Repair Services	14	- -	24	- -	71.0%	- -
Amusement/Recr.	29	21	64	24	120.0%	14.0%
Medical/Health	286	269	340	306	19.0%	14.0%
Legal Services	25	20	29	24	16.0%	20.0%
Social Services'	92	88	89	86	(3.0%)	(2.0%)
Membership Org.	107	57	100	64	(7.0%)	12.0%
Other Services	64	46	84	55	31,0%	20.0%
Fed. Gov't.	123	73	171	101	39.0%	38.0%
State Gov't.	1,127*	575"	678	320	8.0%*	13.0%*
Local Gov't.			540	327		
Total	1,195	1,224	2,249	1,389	12.0%	13.0%

*State and Local Gov'ts. are combined in 1989

Source: Wahpeton Employment Profile, North Dakota Job Service

Table E-22 presents a summary of the service sectors for 1987 and 1992 for Wahpeton and Richland County. The largest service growth in Wahpeton is health care with an estimated market area of 31,000 persons. In 1987, health care had 60% of the total services. In 1992, this ratio was 41%. The second largest category of services outside of higher education, is amusement and recreation followed by personal services with a ratio of 9.1% (See Table E-23).

Table E-22
Total Service Industries Sectors
in Wahpeton and Richland County, ND

	1992 Wahpeton	Richland	1987 Wahpeton	Richland Co.
Total				
No. of Establishments	69	103	66	91
Receipts ($1,000)	20,865	25,221	14,970	18,449
Annual Payroll ($1,000)	8,593	9,430	5,308	5,968
No. of Employee	514	585	539	616
Sectors Receipts ($1,000)				
Lodging Places	NA	733	NA	NA
Personal Services	1,898	2,156	NA	1,357
Business Services	NA	2,391	NA	525
Automotive	1,690	2,952	362	790
Amuse./Recreation	2,362	2,911	NA	791
Health Services	8,519	9,563	9,039	9,661
Legal Services	NA	2,182	NA	1,683
Eng ., Acct., Mgt	NA	1,640	1,182	1,182

Source: Census of Service Industries, 1987 and 1992,
U.S. Dept. of Commerce

Table E-23
Service Sectors Receipts as
Percent of the Total Service Industries Receipts for
Wahpeton and Richland County, North Dakota

	1992 Wahpeton	Co.	1987 Wahpeton	Richland Co.
Lodging Places	- -	2.9%		- -
Personal Services	9.1%	8.5%		7.3%
Business Services	- -	9.5%		2.8%
Automotive	8.1%	11.6%	2.4%	4.5%
Amuse/Recreation	11.3%	11.5%	- -	4.3%
Health Services	40.8%	37.9%	60.4%	52.4%
Legal Services	- -	8.7%	- -	9.1%
Eng., Acct., Mtg,		6.5%	7.9%	6.4%

Source: Census of Service Industries, 1987 and 1992

In the service industry, one major public sector is the North Dakota State College of Science. NDSCS with an enrollment of 2,492 in the Fall of 1995 occupies a centrally located campus of 125 acres with 37 major buildings. It employs 360 faculty and staff with a payroll of about $12 million. The total budget for NDSCS is $22.4 million and the value of the buildings and grounds is estimated at $100 million. About 3.2 miles of streets and 4.75 miles of sidewalk interconnect the campus buildings with the surrounding neighborhoods. Wahpeton School District, with a revenue of about $6.8 million, serving 1,800 students is another major public employer in the city. About 42% of the school district revenue comes from local property taxes.

An emerging situation with major impact on Wahpeton and other communities is the Dakota Magic Casino along 1-29 about 20 miles south of the city. This facility is expected to employ 700 workers and also generate additional direct jobs related to hotel-restaurant and other recreation and amusement facilities. In addition, the size of employment would require support jobs along a broad range of general and professional services. The market impact of such a facility on the housing market in Wahpeton would be substantial, although other communities in North Dakota and South Dakota will also be in competition for meeting a wide range of housing needs.

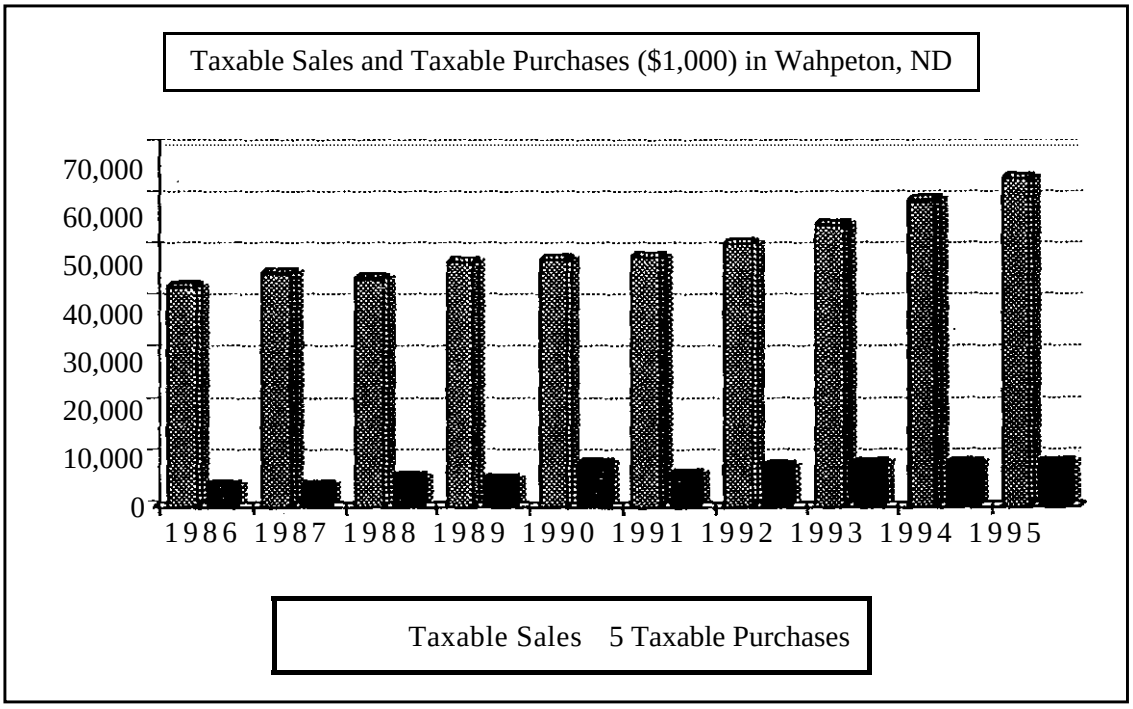
Sales Taxes

Taxable sales and uses for Wahpeton have shown an overall growth of 54.4% in the past 10 years. The taxable sales and taxable purchases have shown a relative increase of 49.2% and 110.1% in the 1986-95 period (See Table E-24).

Table E-24
Taxable Sales and Taxable Purchases ($1000) in Wahpeton, North Dakota 1986-1995

	Taxable Sales	Taxable Purchases	Total
1986	42,576	3,972	46,548
1987	45,381	4,050	49,431
1988	44,218	5,759	49,977
1989	47,124	5,178	52,302
1990	48,026	8,453	56,479
1991	48,418	6,305	54,723
1992	51,168	7,867	59,035
1993	54,974	8,517	63,491
1994	59,544	8,261	67,805
1995	63,511	8,346	71,857
%Change 1986-95	49.2%	110.1%	54.4%

Sources: North Dakota Sales and Use Tax
Statistical Reports: ND Tax Dept.

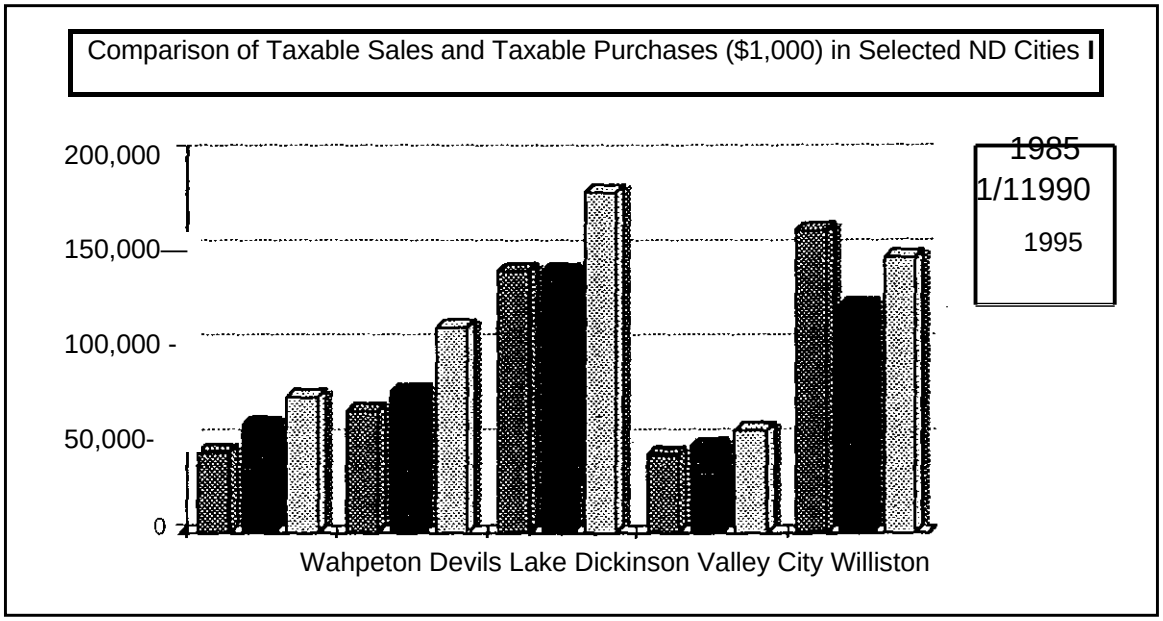


Wahpeton, due to its overall economic strength, has very consistently been the 10th largest generator of taxable sales and taxable purchases in North Dakota, in the past 10 years. In 1995, Wahpeton generated 80% of the taxable sales and purchases in Richland County compared to 77% in 1990 and 75% in 1985. For collected taxes of $3,304,000 Wahpeton ranked 10th in the state. Compared with other cities, Wahpeton's total taxable sales and taxable purchases, from 1985 to 1995, has grown 67.% and has been ahead of all other selected communities except Devils Lake (See Table E-25).

Table E-25
Comparison of Taxable Sales and
Taxable Purchases ($1000) in Selected
North Dakota Cities

	Wahpeton	Devils Lake	Dickinson	Valley City	Williston
1985	43,111	63,903	138,419	40,857	160,088
1990	56,479	73,910	138,960	45,423	119,454
1995	71,857	108,742	179,900	54,385	145,027
% Change 1985-05	66.7%	70.2%	30.0%	33.1%	(9.4%)

Source: North Dakota Sales and Use Tax Statistical Reports,
North Dakota Tax Dept



City Financial Resources

Local governments largely depend on property taxes as a major source of revenue to finance the services they provide. It is assumed that the larger the property values, the larger the tax base and presumably the larger the revenues. In Wahpeton, the total value of the properties for tax purposes has increased 14.8% since 1987. The value of commercial/industrial improvements grew 11% and residential 20% while agricultural land declined 37% (See Table E-26).

Table E-26

Aggregate Market Value of Land and Buildings ($1000)

in Wahpeton, ND 1987-95

	Agric.	Commercial		Residential		
		Land	Bldg.	Land	Bldg.	Total
1987	281	8,176	50,102	9,760	72,379	140,609
1988	287	8,200	51,582	9,660	73,219	142,948
1989	268	8,313	50,718	9,667	73,647	142,613
1990	267	8,493	53,658	9,756	74,621	146,795
1991	265	8,426	52,446	9,672	75,105	145,914
1992	260	8,444	52,592	9,675	78,333	149,304
1993	252	8,599	53,496	9,698	79,228	151,273
1994	212	8,588	53,653	9,799	85,774	158,027
1995	176	8,629	55,666	9,921	87,048	161,440
Change 1987-95	(37.4%)	5.5%	11.1%	2.6%	20.2%	14.8%

Source: City of Wahpeton Assessment Dept.

During the same time period, the total effect of inflation was about 25% indicating that the actual market values of properties in 1987, adjusted for inflation, were higher than today. The present market value of all taxable properties in Wahpeton is $161,440,000. Wahpeton also has about 50% tax exempt properties consisting of 204 parcels of land and improvement with a total replacement value of perhaps larger than the total market value of the private properties used as tax base. The holders of tax exempt properties are

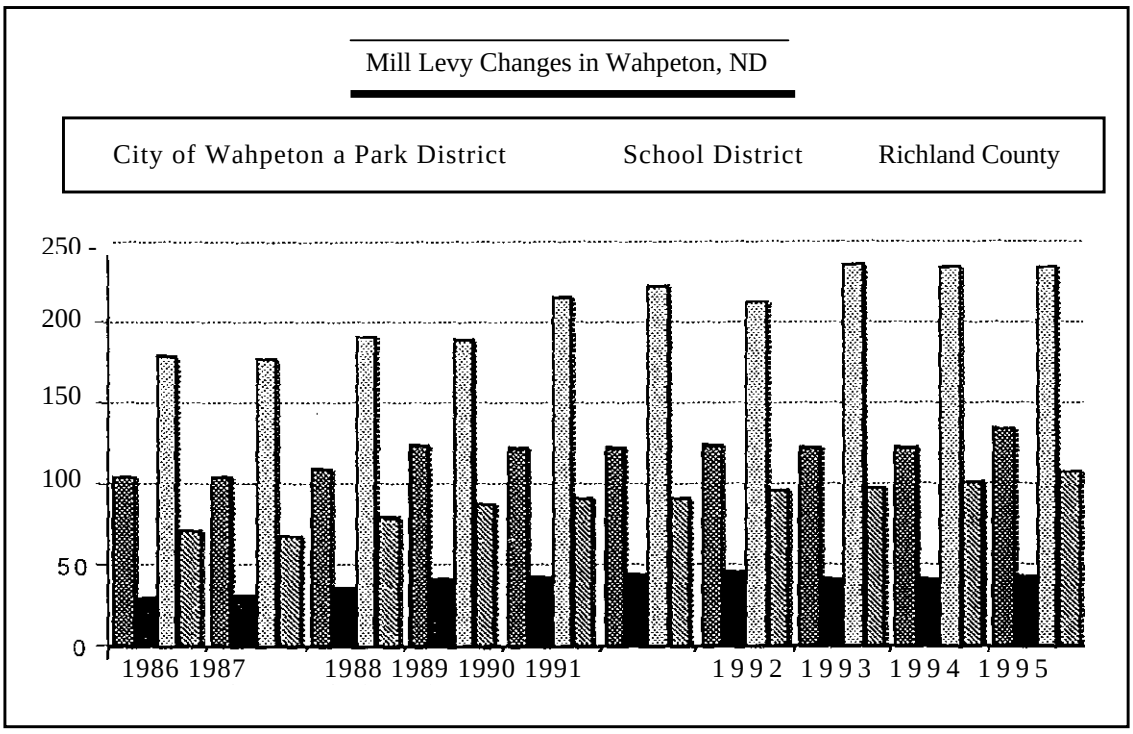
the City of Wahpeton, Richland County, Airport Authority, School District, Park District, State and U.S. Government, Churches, fraternal organizations, cemetery, railroads, utility companies and other religious and social organizations. The two largest in area are NDSCS and the Circle of Nations School with a surface area of about 180 acres. NDSCS market value alone is estimated at $100 million with 1.2 million square feet of building space.

The total mill levy in Wahpeton has increased 34.2% since 1986 with the highest increase (50.3%) by Richland County and second highest by Park District (45.3%). The levy for the city's operation has increased 27.9% from 105.73 mills to 135.25 mills (See Table E-27). This change represents 2.8% per year, noticeably close to the changes in consumer price index used to measure inflation.

Table E-27
Mill Levy Changes
in Wahpeton, North Dakota

	City of Wahpeton	Park District	School District	Richland County	Total
1986	105.73	29.39	180.83	72.41	388.35
1987	105.18	31.97	178.22	68.88	384.25
1988	110.34	36.13	191.71	79.97	418.14
1989	124.41	41.93	189.66	88.23	444.32
1990	123.38	43.19	216.54	91.34	474.45
1991	123.98	44.45	223.32	91.95	483.71
1992	124.31	46.15	213.21	96.55	498.21
1993	122.73	41.74	236.77	98.64	499.88
1994	122.68	42.23	235.77	102.21	502.89
1995	135.25	42.71	234.48	108.83	521.26
Change 1986-95	27.9%	45.0%	29.7%	50.3%	34.2%

Source: City of Wahpeton Assessment Dept. 1996 Annual Report



Related to mill levy are the taxable values which are presented in Table E-28 and have shown a modest growth of 14.6% in 10 years. The relationship between mill levy and taxable value has been a source of debate in recent years. Local governments are expected to provide a wide array of services, chief among which are public safety, street, water and sanitary and storm sewerage services. The major source for paying for these services, which are tied into the consumer price index, is limited to property taxes.

Table E-28

Total Property Values, Assessed Values and Taxable Values ($1000) in Wahpeton, ND

	Total Value	Assess. Value	Taxable Value
1987	140,609	70,304	6,621
1988	142,948	71,474	6,733
1989	142,613	71,307	6,715
1990	146,795	73,398	6,918
1991	145,914	72,957	6,848
1992	149,304	74,652	7,025
1993	151,273	75,636	7,119
1994	158,026	79,013	7,426
1995	161,440	80,720	7,587
Change 1987-95	14.8%	14.8%	14.6%

Source: City of Wahpeton Assessment Department

If the market value is actually low or assessed low, then a higher mill levy is needed to provide a part of the needed financial resources. Obviously, property tax is only one of the city revenue sources which provides about 22% of the city's annual budget. Table E-29 presents a summary of the total and municipal mill levies in nine major cities in North Dakota. According to data compiled by the ND League of Cities, the total mill levy in Wahpeton is the third highest in the state, after Dickinson and Williston which were heavily impacted by the oil and coal boom in the 1980s. The actual taxes, however, are more than a function of just mill levy. The true market value estimate is an important part of the variation in local property taxes. The taxable value which is derived from the assessed value and market value needs to be kept up to date. If the true market value is outdated, then the taxable value is lower than what it should be and therefore higher mill levies are chosen to raise the appropriate funds from the property tax base. In recognition of this problem the city has committed itself to review and update the property values regularly. At the same time in Table

E-30 we find that the per capita total property taxes in Wahpeton at $438 is the second lowest among comparable cities, almost the same as West Fargo which enjoys much tax advantages because of being an adjoining neighbor to the City of Fargo. Fargo, Bismarck and Grand Forks have the highest per capita taxes among the largest cities of North Dakota.

Table E-29

Total Mill Levies and **City Mill Levies**

in Selected Cities in North Dakota

	1995 Total Mills	City Mills
Wahpeton	521.26	135.25
Bismarck	486.75	113.74
Dickinson	552.58	146.98
Fargo	468.54	62.03
Grand Forks	515.88	135.46
Jamestown	510.13	146.57
Minot	421.61	132.35
West. Fargo	423.43	72.8
Williston	546.51	129.27

Source: Wahpeton Assessment Dept, 1996 Annual Report

Table E-30

1994 Property Taxable Value, Property Taxes
and Per Capita Property Taxes
for Selected Cities in North Dakota

	Taxable Value ($1000)	Taxes ($1000)	Per Capita
Wahpeton	7,690	4,009	438
Bismarck	68,879	33,527	653
Dickinson	13,000	7,183	446
Fargo	116,093	54,393	678
Grand Forks	59,907	30,905	625
Jamestown	14,114	7,200	426
Minot	41,616	17,546	507
West Fargo	13,984	5,921	439
Williston	10,662	5,827	443

Wahpeton 1994 Special Census, Bismarck 1992 Special Census, Fargo 1994 estimates, West Fargo 1994 estimates
Source: City of Wahpeton Assessment Dept 1996 Annual Report

Since 1986, the general fund in Wahpeton has increased 38.8% from $1,053,000 to $1,461,000. This translates into an average of 3.88% per year which is slightly above inflation. The growth in the city expenditure has been gradual. About 50% of the general fund goes for wages, salaries and fringe benefits. This ratio has been consistent through the years in 1986-1995 period (See Table E-31).

Table E-31

City of Wahpeton

General Fund Trends

	Total	Operating Budget ($1000)			Fire	Streets	
		Sal. & Wages	City Hall Related	Police			Other General
1986	1,053	546	23	120	36	104	224
1987	1,124	565	22	108	43	94	293
1988	1,126	569	34	116	43	83	281
1989	1,254	606	38	128	44	120	319
1990	1,324	704	46	111	44	105	314
1991	1,401	655	60	123	44	129	398
1992	1,334	646	63	130	55	107	333
1993	1,334	628	68	125	55	109	349
1994	1,477	681	64	132	54	92	453
1995	1,461	737	43	138	59	109	373
% Change 1986-95	38.8%	35.0%	87.0%	15.0%	63.9%	4.8%	66.5%

Source: Financial Statements and City Auditor's Reports 1986-1995

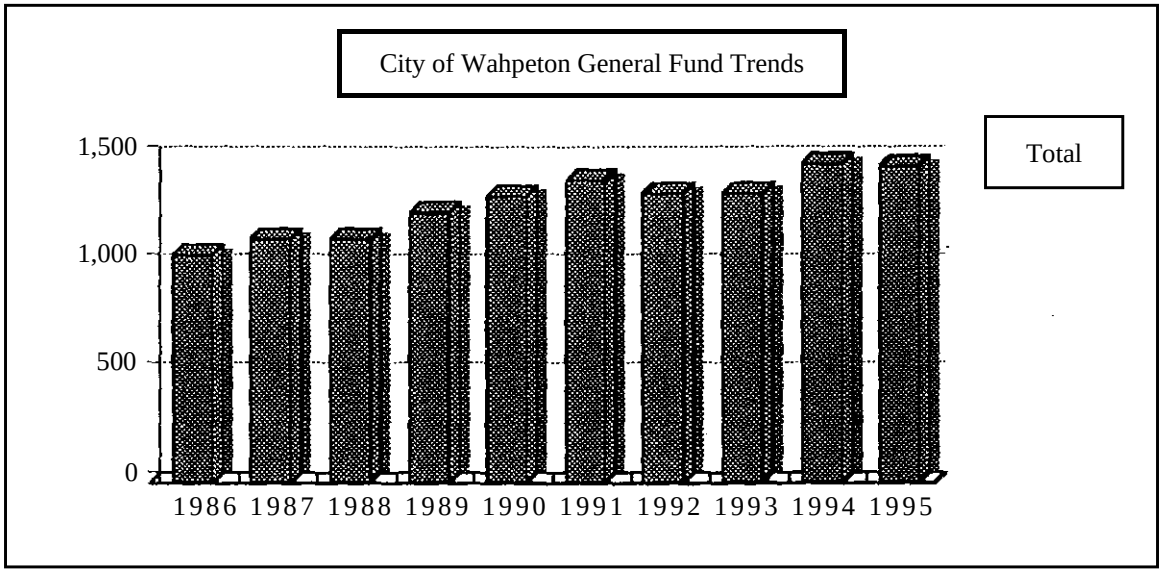


Table E-32 shows the 1987 number of local government employees per 1,000 population in selected counties in North Dakota and Minnesota. Richland County shows the smallest numbers even when compared with much larger counties such as Clay County and Cass County.

Table E-32
1987 Number of Aggregate Local Government Employees
per 1,000 Population for
Selected Counties in North Dakota
and Minnesota

	Counties					
	Richland NJ	Barnes ND	Cass ND	Stutsman ND	Clay MN	Wilkin MN
Full Time Empl	27.42	31.44	26.21	29.14	30.5	36.08
Education	18.52	18.33	22.58	18.24	17.36	18.86
Police	1.32	1.67	1.82	1.8	1.53	2.15
Fire	0.16	0.15	0.88	0.3	0.65	0.13
Park & Rec	0.47	1.06	0.77	1.89	1.42	- -
Gen. Gov.	1.00	1.29	0.90	1.16	1.44	4.05

Source: 1992 Census of Governments

In Table E-33, we find the aggregate local government revenues in Richland and other counties. The total per capita revenue in Richland County is smaller than other counties as they are the intergovernmental funds (state and federal aid). Also, the local per capita revenue is the smallest one. Property tax is about average. Whereas, charges, fees and miscellaneous revenue is the smallest.

The local government expenditure per person is also the lowest among these counties (See Table E-34). The per capita cost of education, police and fire are also the lowest.

Table E-33

1987 Per Capita Aggregate Local Government Revenues for Selected Counties in North Dakota and Minnesota

	Counties					
	Richland ND	Barnes	Cass	Stutsma	Clay MN	Wilkin MN
Total	$1,176	$1,425	$1,355	$1,273	$2,133	$2,247
Federal aid	$44	$30	$73	$32	$42	$101
State Aid	$436	$456	$400	$513	$942	$1,052
Total Local	$655	$691	$812	$685	$883	$900
Property Tax	$417	$442	$390	$402	$352	$574
Charges, Misc.	$238	$249	$422	$283	$531	$326

Source: 1992 Census of Governments

Table E-34

1987 Per Capita Aggregate Local Government Expenditures for Selected Counties in North Dakota and Minnesota

	Counties					
	Richland NJ	Barnes ND	Cass NJ	Stutsman ND	Clay MN	Wilkin MN
Total	$1,185	$1,389	$1,340	$1,125	$2,213	$2,281
Capital Outlay	$178	$122	$272	$97	$204	$396
Education	$554	$582	$601	$566	$921	$832
Streets and Highways	$180	$190	$91	$132	$157	$360
Police	$31	$36	$57	$60	$60	$81
Fire	$11	$15	$37	$14	$25	$11

Source: 1992 Census of Governments

Overall, the city has operated in a sound financial manner as evidenced by small debt incurred for water and sewer (See Table E-35). New growth will demand extensive investment in street, sewer and water as new areas are opened up for development.

Table E-35

Schedule of Water and Sewer

R/I Bond Payment ($1000) for

Wahpeton, North Dakota

Payment Year	Water	Sewer
1997	64	141
1998	68	137
1999	66	132
2000	65	125
2001	64	120
2002	68	115
2003	67	108
2004	66	103
2005	64	96
2006	68	80
2007	67	34
2008	65	
2009	64	
2010	68	
2011	66	
2012	65	
2013	63	
2014	64	
Total	1,182	1,191

Source: Wahpeton City Auditor's Office

Economic Development

The City of Wahpeton has been active in economic development since the 1960s. In recent years, two major program areas focusing on industrial development and downtown development have been in place.

Downtown, as a center for retail and service, has been a major area of emphasis by the city. Continuing improvement of infrastructure, provision of tax and grant incentives have been on-going since 1982. The downtown

development district, largely along Dakota Avenue, has been the recipient of $11.6 million since 1982. The range of financial assistance provided by the city include Mida Bond Financing, Tax Increment Financing, Tax Abatement, Urban Renewal Loans, Community Development Block Grant, Sales Tax, Loans and Grants and housing subsidies. The direct benefiting businesses consist of services such as medical facilities, restaurants, professional office buildings, retail businesses, non-profit organizations and downtown housing units (See Table E-36).

Table E-36
Continuing Downtown Development
Assistance Program in Wahpeton,
North Dakota, 1982-Present

Type	Amount ($1000)	% of Total
Mida Bonds	$6,455	55.3%
Tax Increment Fin	$2,201	18.9%
urban Renewal Loan	$700	6.0%
Revolving Loans	$1,686	14.5%
Sales Tax		
Loans	$150	1.3%
Grants	$323	2.8%
Other Assistance	$149	1.3%
Total	$11,664	

Source: Wahpeton Economic Development Dept.

The main thrust of Wahpeton's economic development is creation of primary sector employment. Between 1992 and 1995, the Economic Development Department has been instrumental in creating 300 jobs by providing incentives from the proceeds of 1% city sales and use tax. In 1995 approximately 25% of the funds were used to assist other communities in Richland County. The city is committed to work with and assist the Richland County Job Development authority in reaching out to those businesses located outside the city. The 1%

sales and use tax receipts, totally dedicated to economic development, has shown a consistent increase from $502,500 in 1992 to $614,300 in 1995, an average annual growth of 5.56%. This fund is used as loans with special emphasis on reducing interest rates to enable the eligible businesses to have a start. The sales and use tax has been the sole source of business assistance programs in Wahpeton's economic development activities (See Table E-37).

Table E-37
Economic Development
in Wahpeton, North Dakota
1992-1995

	Revenue ($1000)	Expenditures ($1000)
1992	95	95
1993	604	380
1994	1,678	1,426
1995	2,019	2,015
Total	4,396	3,916

Source: Annual Reports, Wahpeton Economic Development Department

Nearly 65% of the existing revolving loan pool standing at $3.2 million will be depleted within the next two years as about $2 million bonds for assisting two major industries will be due to be paid off.

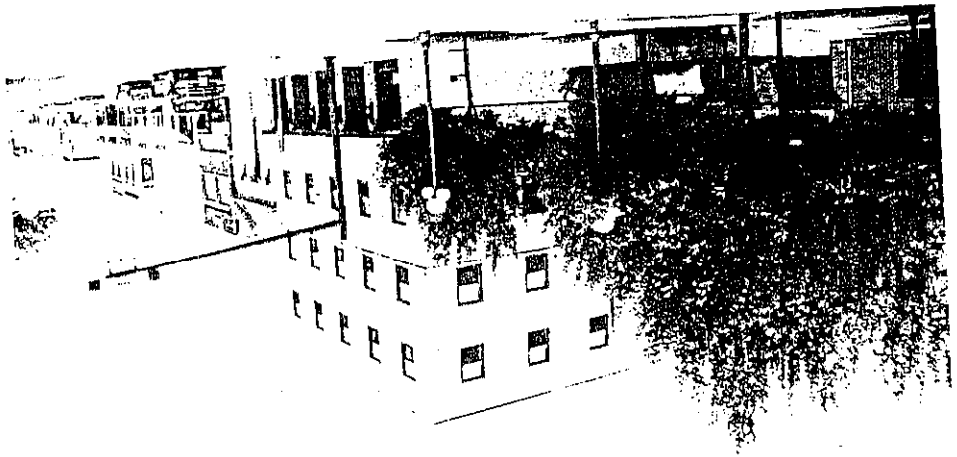
Planning and Development Impact

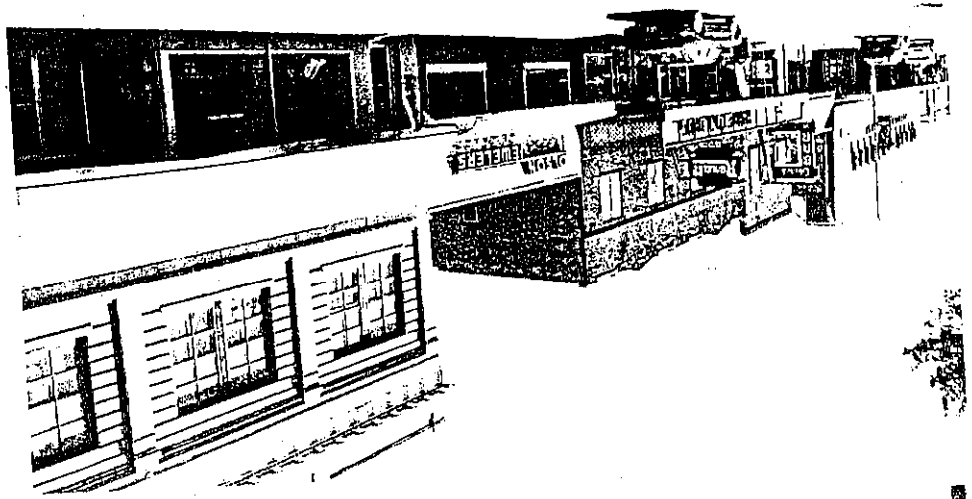
Extensive industrial expansion in the Wahpeton region provides many challenges and opportunities. Opportunities include formation of a continuously growing industrial region with high paying jobs directly and indirectly and at the same time spinning off other manufacturing establishments and a broad range

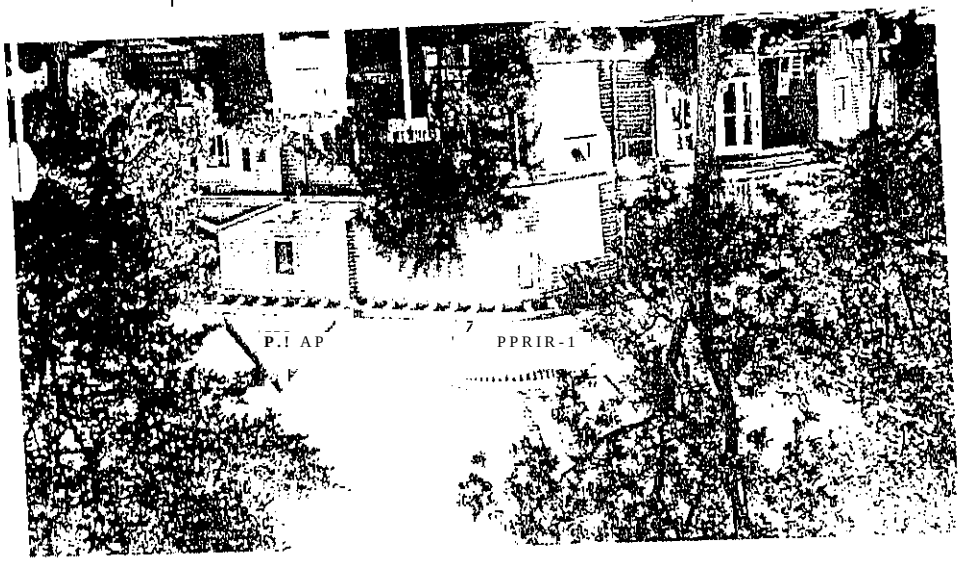
of households and institutional services. New employment opportunities in turn activate the market for other services which will also have an employment component. Although, there may be distinct differentials in employee wages and salaries among new establishments for example Dakota Magic with projected 700 jobs compared with ProGold 150 permanent jobs, it is a major opportunity to offer choices for employment and allow for mobility across the various employment boundaries.

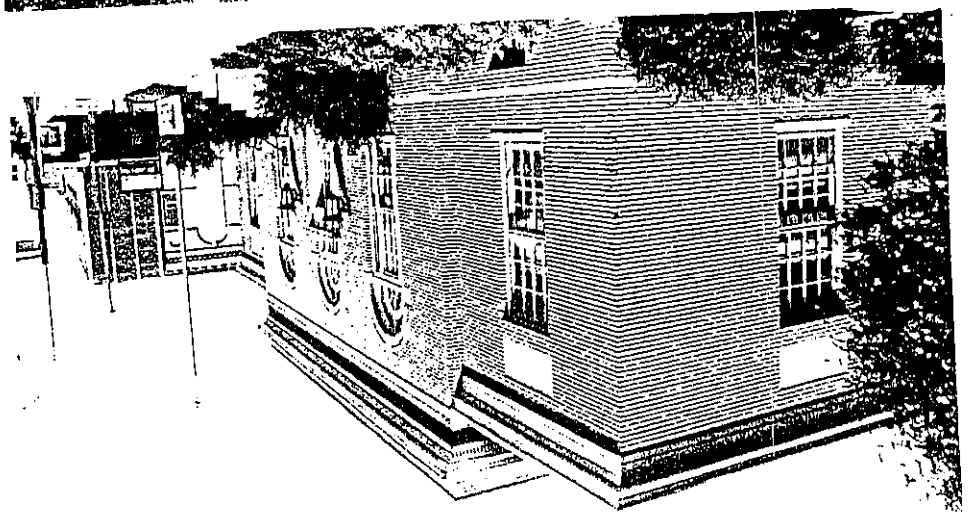
As we address the opportunities for providing improved buying power for all households, we also see challenges that must be effectively met in the area of general housing, more particularly affordable housing, infrastructure and public protection. While a large number of employees in Wahpeton commute to the city, it is anticipated that Wahpeton will be able to attract many of the old and new employees to reside in the city if adequate and affordable housing is provided.

As the cost of services go up in the surrounding communities, the average commuter will be in a position to compare the cost and benefits of commuting daily. Assuming that the present employment trend at 4% per year slaws down to 3% per year within the next 3-5 years and the city capture rate continues at 30% of the resident employment, the city would be able to attract 250-280 employees within the next five years. The key to the success here, is housing and community amenities. To succeed in achieving this objective, the city needs to address the affordable housing issue at a comparable level with other communities and provide incentives whenever necessary.









LAND USE

LAND USE

LAND USE PATTERN

Wahpeton has gone through some interesting phases of development since it was settled in the 1870s. The original townsite was supported by the first railroad which also carried passengers and freight. Because of necessity, the development was very compact, small and narrow lots were used for houses and businesses to address the comfort and convenience of the residents for transportation and community services and utilities. Within thirty years, major changes began to take shape as the automobile arrived. Mobility and access, although much more limited than today, opened a new era for wider streets, larger lots and more extended public services. A trend was set to expand the land use pattern as the population of Wahpeton grew. Location of large public facilities such as North Dakota State College of Science and Circle of Nations School also helped shape the future land uses from early on.

The city covers about 3,500 acres of land today with a number of opportunities and constraints. The present land use consists of a major concentration of retail and service uses along Dakota Avenue which has, because of the location of the railroad to the south and several major institutional buildings to the north, become a linear downtown. An attractive system of park and open spaces occupies nearly all of the land on the west bank of the Red River of the North. It has become a part of the linear residential neighborhood on the east side of the city. Early on, the area east of Eleventh Street and south of Eighth Avenue North became a major residential neighborhood on the northside. On the southside, south of the railroad tracks and east of Sixth Street South another residential neighborhood was developed. This pattern of land use dominated

the city through the 1940s and early 1950s. It was a simple system. The automobile became the dominant mode of transportation, although the train still provided major passenger service. In the early 1970s, the Highway 210 by-pass was constructed by the North Dakota Highway Department to alleviate the auto-rail conflict on the west side and at the same time allow for easier movement of trucks from the Minnesota side to the Minn-Dak sugar beet plant. This street served the city well as a by-pass, until the city began to grow on the west side. The intent of building this road was purely to separate the through traffic particularly truck traffic from the local traffic. In recent years this road has become largely a city street.

Today, the city's growth occupies an area over five square miles of land compared to about two square miles in the early 1960s. A land use analysis in the 1969 City Comprehensive Plan recorded the total land within the corporate limits as 1,135 acres of which 785 acres was developed. It pointed out that the south side residential neighborhoods were impacted by the mix of businesses and industries originally influenced by the presence of the railroad tracks. An industrial park on the southwest side established a limit for development of single family residential housing. This plan addressed the problem of auto-rail and business and industrial penetration into the residential areas, and offered directions for correcting problems.

The 1980 Comprehensive Plan examined the land use pattern and concluded that: (1) placement of apartments on the fringe of the city were not the most appropriate; (2) development of residential uses around manufacturing uses had created a conflicting situation; (3) the city should have targeted areas for

residential single family development; (4) the agriculturally related industries because of odor, large space needs to be kept on the north side; (5) location of high voltage power lines on the north and west side of the city had created barriers to residential growth; (6) the city needed to target park and recreation land on the west side close to the residential development; and (7) new public facilities such as a new armory, a YMCA and new swimming pools should be placed at locations most compatible while they afford good access.

Many of the above findings hold true today together with other important issues such as improved transportation and circulation, better capacity in the wastewater collection and treatment and need for more water storage. Presently, 90% of all land within the City of Wahpeton is developed. The undeveloped land consists of about 30 acres of farm land southwest of the city, several parcels along Highway 210 including a large parts of two residential plats. The transportation system including the airport, streets and railroad consists of 32%, residential 23%, public facilities including schools, college, parks and golf course, city owned lands 20%, industrial 9% and commercial 3% (See Table LU-1). The land outside of the city but within one mile extraterritorial planning jurisdiction of the city is almost all used for agriculture, although zoned for a variety of urban uses. Three small rural residential subdivisions on the northwest side, one large subdivision on the southeast side together with several commercial parcels on the southwest make up the development.

Table LU-1

1996 Land Use Pattern

in Wahpeton and Vicinity,

North Dakota

	City		ELL	
	Acres	% total	Acres	`A Total
Residential	824	23.2%	97	1.9%
Single Family	756	21,3%	90	1.7%
Multi Family	68	1.9%	7	0.2%
Commercial	133	3.7%	30	0.6%
Retail Core	69	1.9%		
Highway	64	1.8%		
Manufacturing	326	9.2%	36	0.7%
Light	82	2.3%		
Heavy	244	6.9%		
Public Lands	691	19.5%		
Semi Public	63	1.8%	12	0,2%
Transportation	1,135	32.0%		
Airport	572	16.1%	- -	
Railroad	16	0.5%	23	0.4%
Streets	547	15.4%	132	2.5%
Total Devel.	3,172	89.4%	330	6.3%
Ag. & Vacant	378	10.6%	4,910	93.7%
TOTAL LAND AREA	3,550		5,240	

Table LU-2 presents changes in land use dating back to the 1969 Comprehensive Plan, 1980 Comprehensive Plan and the existing land use data. Both commercial and industrial areas have grown almost four times since 1966, whereas residential areas have expanded by two and one half times. Changes in transportation surface coverage is consistent with the growth in other land use categories, particularly the residential areas, although there are several circulation issues in downtown and fringe area needing attention (See Figure LU-1).

EXISTING LAND USE

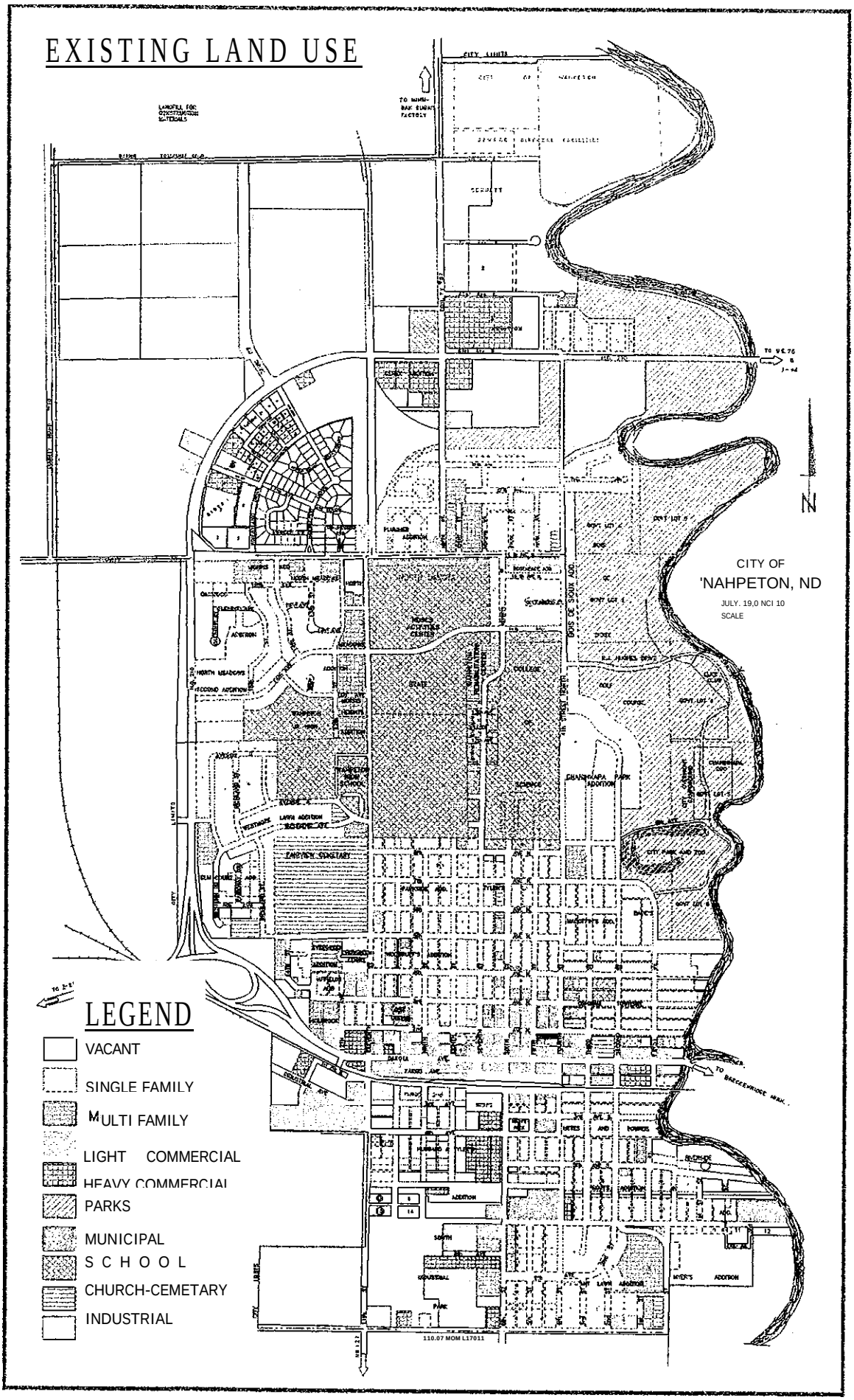


Figure LU-1

1996 land use

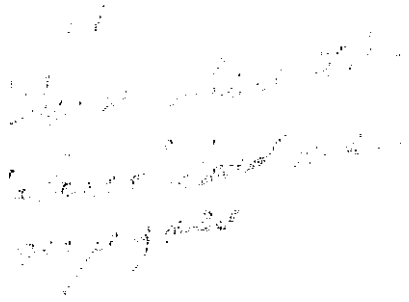
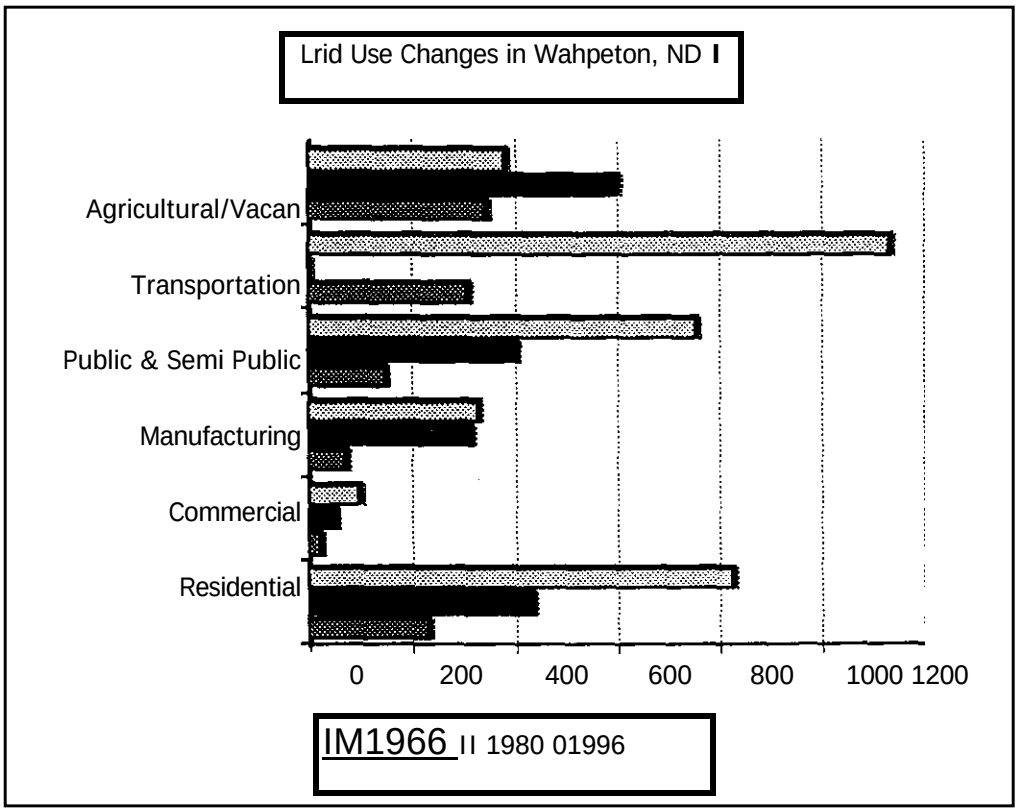


Table LU-2
Land Use Changes
in Wahpeton, North Dakota

	1966	1980	1996	Percent Change
Residential	233	430	824	91.6%
Commercial	20	50	97	94.0%
Manufacturing	73	315	326	3.5%
Public & Semi Public	150	400	754	88.5%
Transportation	309	NA	1,135	
Agricultural/Vacant	344	600	378	(37.0%)

Source: 1969 Comprehensive Development Plan, D.K. Rippel, Ames,
1980 Comprehensive Plan, Barton-Aschman Assoc,
Chicago, IL, Lake Agassiz Regional Council, Fargo, ND

There may be differences in the land use classification used in each plan for categorizing the related uses. i.e. Commercial land in 1966 looks too small, public & semi public lands also looks small in 1966.



In contrast with existing city land use, the zoned land within the extraterritorial planning area is largely agricultural, but also substantial acreage is zoned for residential and B-3 Commercial (See Table LU-3 and Figures LU-2 and LU-3).

Table LU-3

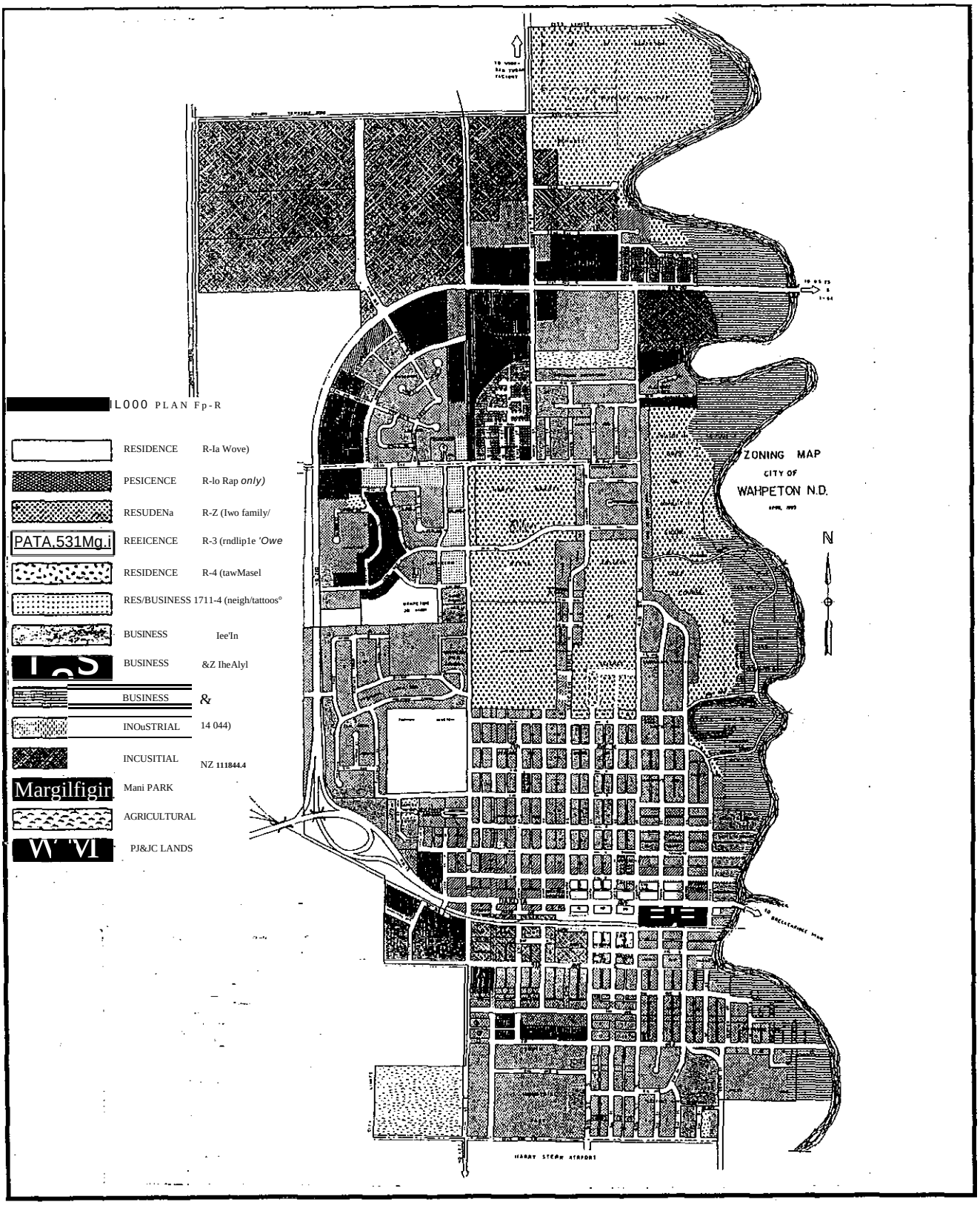
1996 Zoning Classification

of Lands in Wahpeton and Vicinity

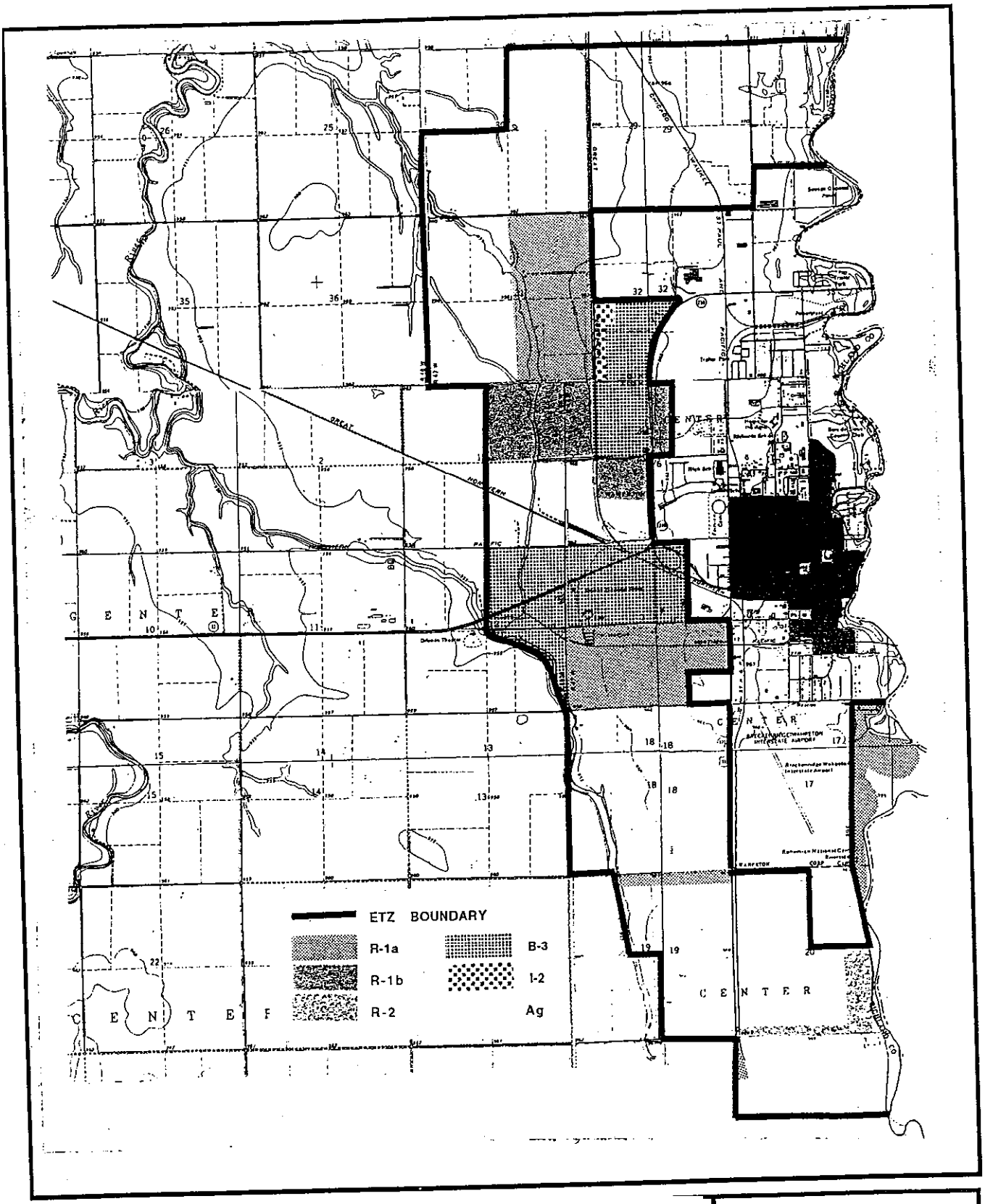
	City		ETZ	
	Acres	% Total	Acres	% Total
Agricultural Land	32	0.9%	3,489	66.6%
Flood Plain	297	8.4%	130	2.5%
R-1a	85	2.4%	700	13.4%
R-1b	28	0.8%	90	1.7%
R-2	457	12.9%	40	0.8%
R-3	128	3.6%	0	
R-4	3	0.1%	0	
RB-4	19	0.5%	0	
B-1	56	1.6%	0	
B-2	36	1.0%	0	
B-3	149	4.2%	600	11.5%
1-1	94	2.0%	0	
1-2	340	9.6%	36	0.7%
Public Lands	691	19.5%	- -	
Airport	572	16.1%	- -	
Streets	547	15.4%	132	2.5%
Railroad	16	0.5%	23	0.4%
Total	3,550		5,240	

Residential Areas

There are several distinct residential areas in Wahpeton. The well established residential areas on the east side, extend from Second Avenue North to 18th Avenue North, from 11th Street North to the city park and golf course. The older part of this area has developed south of NDSCS in the original town site. The residential uses continue to the north of NDSCS campus. The city park, the zoo and the golf course undoubtedly have made a significant contribution to the



Comprehensive Plan	1996 ZONING	Figure LU-2
MLM 1996	WAHPETON, ND	N



Comprehensive Plan MLM 1996	1996 EXTRATERRITORIAL ZONING WAHPETON, ND	Figure LU-3 N

surrounding residential development. This area consists of many high quality single family homes. The original townsite residential part is undergoing slow changes in terms of transforming into higher density rental units as well as commercial uses to accommodate the expansion needs of the downtown.

The residential area on the south side of the downtown is limited by the location of the railroad to the north, airport to the south and industrial uses to the southwest. In addition, this area is penetrated by a variety of commercial and light industrial uses which break up the residential continuity of the area. Also, on the southeast side, a large number of tightly placed apartments are located without regard for relationship to the surrounding single family homes.

Two new residential areas are located on the west side of the city, south of 16th Avenue North. The first area covering about 120 acres around the cemetery has two access points to 5th Avenue North, one access to Highway 210 by-pass and one access to 11th Street North. Residential lots back up into Highway 210 by-pass from the interchange and continue north to 16th Avenue North. This area is largely a middle income neighborhood.

The second residential area, directly to the north, is designed with no access to the south. It has one access to Highway 210 (via 14th Avenue North) which also connects with 11th Street on the east side and two access points to 16th Avenue North via 12th and 14th Streets North. There are a number of vacant lots still in both of the areas. The newest residential area is located north of 16th Avenue North consisting of 95 platted lots most of which are still vacant.

Three mobile home parks, one is located on the far northside along Highway 210 and 4th Street North (55 units), another one located west of 9th Street North and North of 16th Avenue North (130 units), and one on South 11th Street (27 units).

The total area for single family use consists of 756 acres or 22.5% of the total land in the city. The multi-family apartment housing is concentrated on the northside along 16th Avenue North and 11th Street North and on the south side, north of 11th Avenue South. There are other new and converted multi units in the central parts of the city as well as in the near south side area. The total area occupied by multi family units include 68 acres which represent 2% of the total city area.

The residential areas outside of the city, but within the one mile extraterritorial planning area are small, the largest of which is located on the southeast side in the Center Township. Three smaller residential subdivisions are located west and northwest of the existing City Limits in Dwight Township. A majority of the single family units outside the city are built on large lots and are served by rural water and private on-site sewage disposal systems. About 90 acres of land accommodate small single family subdivisions in the four locations plus several isolated units in the area.

In comparing the existing residential land use and existing residential zoning in Tables LU-1 and LU-3 we find that a total of 824 acres (24.7%) are used for residential, while 720 acres (21.6%) are zoned for residential uses. The largest acreage of residential land, 457 acres (63%), are in two family 11-2, 128 acres

(17.8%) are in R-3 multi family residential. In the extraterritorial planning area, of the 910 acres, 97 acres are actually used, but 700 acres (76.9%) are in R-la district, 170 acres (18.7%) in R-lb district and 128 acres (14.1%) in R-3 district (See Table LU-4).

Table LU-4
Comparison of Residential
Land Use and Zoning in
Wahpeton and Vicinity,
1996

	City			LIZ		
	Land Use	Zoning		Land Use	Zoning	
Single family:	756	R-la	85	90	R-la	700
		R-lb	28		R- 1 b	170
		R-2	457		R-2	40
Multi Family:	68	R-3	128	7		
		R-4	3			
		RB-4	19			
Total	824		720	97		910

Commercial Areas

The primary commercial area in Wahpeton is downtown, along Dakota Avenue from the river to the Highway 13 interchange. The retail core consists of 69 acres of commercial uses and the highway commercial uses both on the west and north sides include 64 acres. The condition of the buildings in the downtown area is fair to good. In the past 15 years, the city has actively assisted redevelopment of the downtown by investing nearly $12 million in a number of projects. The most recent effort is renovation and redevelopment of the 400 block of Dakota Avenue.

Dakota Avenue is a pleasant retail environment accentuated by many specialty shops and retail uses. A major grocery store (Econo Foods), a discount store

(Pamida) and a clinic are located on the west end, west of 11th Street South. The City Hall, Richland County Court House, the Joint Law Enforcement Center, the Library and several financial institutions are all located in the downtown area.

In the extraterritorial planning area the existing commercial uses occupy 30 acres while 520 acres of land are zoned B-3 highway commercial (See Table LU-5).

Table LU-5
Comparison of Commercial
Land Use and Zoning in
Wahpeton and Vicinity, 1996

	City		ETZ	
	Land Use	Zoning	Land Use	Zoning
Commercial	133 Acs.		30	
Light Commercial	69 Acs.	56 Acs		B-1 0
(retail core)		B-2 0		B-2 0
Highway Commercial	64 Acs.	B-3 149 Acs.		B-3 520 Acs.

Industrial Areas

Wahpeton has established itself as an industrial center in the Red River Valley. The majority of larger industries are located on the north side of town both in the City and in Dwight Township. Smaller industries are located on the south side, some of which are interspersed in the residential areas. Among the industries within the city are Imation, PrimeWood, PrimeBoard, Ottertail Power, Kost Brothers and several smaller industries. Minn-Dak Sugar Beet Plant and Minn-Dak Yeast and ProGold are located in Dwight Township.

Table LU-6 presents the comparison of industrial land uses and industrial

zoning in the city and in the extraterritorial planning area. About 75% of the industrially zoned land in the city is occupied. Nearly all of the land (87%) zoned for light industrial is used. In the heavy industrial district on the north side there is still some room for expansion (about 94 acres). Outside of the city, north of 16th Avenue North, west of Highway 210, along the railroad track, 36 acres of land are zoned industrial none of which is presently used. On the south side of the city limits some land within the ETZ is used for light industries, although commercially zoned. There are large parcels of land on the north site suitable for industrial development for a long time in to the future.

T a b l e L U - 6

Comparison of Industrial Land Use and Zoning in Wahpeton and Vicinity, 1996

	City			E I Z		
	Land Use		Zoning	Land Use		Zoning
Manufacturing	326		434	36		36
Light	82	1-1	94		1-1	0
Heavy	246	1-2	340		1-2	36

Public Facilities and Spaces

Park and open spaces in Wahpeton offer a variety of unique outdoor recreational opportunities and amusements. Chahinkapa Park and Zoo is an integrated system of sports, play fields and entertainment. The facilities within the park consist of a swimming pool complex with a 178 foot double loop water slide. There are separate wading, swimming and diving pools. An elaborate playground facility consisting of three modules provides entertainment for a variety of age groups, bordered on ponds accommodating different waterfowl species. Several large picnic shelters provide opportunities for gatherings of different size and age groups. Tennis courts, basketball courts, softball fields

and horse shoe courts are selectively placed in the park and are accessible to the users. Bois De Sioux Golf Course, a part of which is located across the river in Breckenridge, Minnesota, is an 18 hole golf course with distinct physical features and is considered one of the top rated courses in the area. The Prairie Rose Carousel, one of the few in the country, is a show case in the park and draws visitors from long distances. Chahinkapa Zoo is an attractive place for visitors and has over 60 species of animals including otters, bison, elk, lemurs, waterfowl, pheasants, raptors, black bears, zebras, llamas, wallabies, gemshok, ostriches, gibbons, camels and many farm animals. Roger Ehnstrom Nature Center offers indoor displays, exhibits and dioramas as a valuable educational experience. A small park on the airport property serves as the southside playground facilities. There are two other park sites on the north side along the river. One is Kidder Park, a natural open space environment with a boat ramp and fishing pier. The other one is located north of Highway 210. The total park and open space area is 278 acres. Additionally, some of the flood plain land along the river is considered a part of the open space system. The city and county also own several parcels of land in the city including the offices, library, court house, armory, parking lots, and city sites for water and wastewater systems.

One of the major public facilities in Wahpeton is the North Dakota State College of Science campus which occupies about 125 acres of land with an impressive set of academic, administrative and service buildings. The campus is in the center of the city surrounded by residential neighborhood on nearly all sides. With a 1996 enrollment of 2,561 and a budget of $22.4 million NDSCS is a physical, economic and cultural asset to the city.

Public schools in Wahpeton consist of an integrated campus which includes the middle school and high school. A separate grade school on Second Street North and Third Avenue North, an impressive building, which served as the Wahpeton School for several decades. Table LU-7 presents the data for public lands and facilities in Wahpeton.

Table LU-7

Public Lands and Facilities

in Wahpeton, North Dakota

	Acres	% Total
Public	691	
City-County	183	26.4%
Parks & Golf Course	278	40.2%
NDSCS	125	18.1%
Schools	105	15.2%
Semi Public	63	
Cemetery	38	60.0%
Churches	25	40.0%

Transportation

Transportation in Wahpeton is largely limited to ground transportation. The rail system which was built in 1872 connects the city to the east, north and west. Two railroad companies are now in operation. One is Burlington Northern and Sante Fe which is the successor to the original Great Northern. The Red River Valley and Western, a regional system, runs short hauls. The railroads, although instrumental in the development of Wahpeton and many other towns in the midwest, are now posing as barriers in some instances in the center of the city. In the future similar issues related to auto-rail conflict may appear, unless a detailed surface transportation plan for integrating rail and highways are developed.

Streets and highways in Wahpeton also need to be examined in terms of the condition, functions and location. Several issues related to the north-south and east-west access points have been discussed in the community needs assessment. Streets and highways consist of 15.6% of the total land area in Wahpeton. With 547 acres of land under rights-of-way, there are 6.55 miles of primary arterials consisting of ND Highways 13 and 210, Dakota Avenue and Highway 127. From the perspective of the existing land use, this system to a great extent, has formed the pattern of development in the city some of which, if not negative, at best has created a conflicting land use system. The minor arterials consist of 4th Street North, 11th Street North, 6th Street South and a part of 11th Avenue South. These streets provide 7.39 miles of service (See Table LU-8).

Table LU-8
Ground Transportation Mileage
in Wahpeton, North Dakota

	Mile	% Total
Streets and Highways	45.18	
Primary Arterial	6.55	14.5%
Minor Arterial	7.39	16.4%
Collector Streets	9.74	21.6%
Local Streets	14.05	31.1%
Alleys	7.45	16.5%
Rail	1.25	

The city airport occupies 572 acres on the south side. This general aviation facility will become more active as the city and regional population grows. At the same time it has become a barrier for development on the south side, particularly for the residential area expansion.

LAND USE CHANGES

Overview

By examining past events and actions, we will be in a position to predict what may be ahead. In Wahpeton, the past planning efforts have produced two documents, one in 1969 and one in 1980. Both of these comprehensive plans seemingly started earlier. The 1980 plan originated in 1979. Both of these plans address many issues related to land use, public facilities and transportation and make recommendations for making corrections in the deficiencies while preparing for the future.

The 1969 Comprehensive Plan stated:

> "The most desirable pattern of community growth would be for development to gradually take place in a manner radiating from the central business district extending equally in all directions. In Wahpeton this pattem is interrupted by rail facilities south and west and also by the Red River. In view of these limiting factors regulating the ideal pattern of community growth, additional concern will be necessary in the areas where growth is possible. Vehicular transportation will be one of the major areas to be carefully handled."

In 1966, the pattern of projected land use for single family was largely concentrated on the west side, east of the present Highway 210 by-pass and south of ND Highway 13 and west of then U.S. Highway 81 (See Figure LU-4). For commercial areas, the plan emphasized the importance of downtown and recommended formation of Highway Commercial along ND Highway 13 to the west (See Figure LU-5). It recognized ND Highway 13 west as extension of then existing commercial facilities. The plan emphasized the importance of access to the downtown businesses and their linkage to the new commercial development. Also, the plan proposed the future industrial development to be

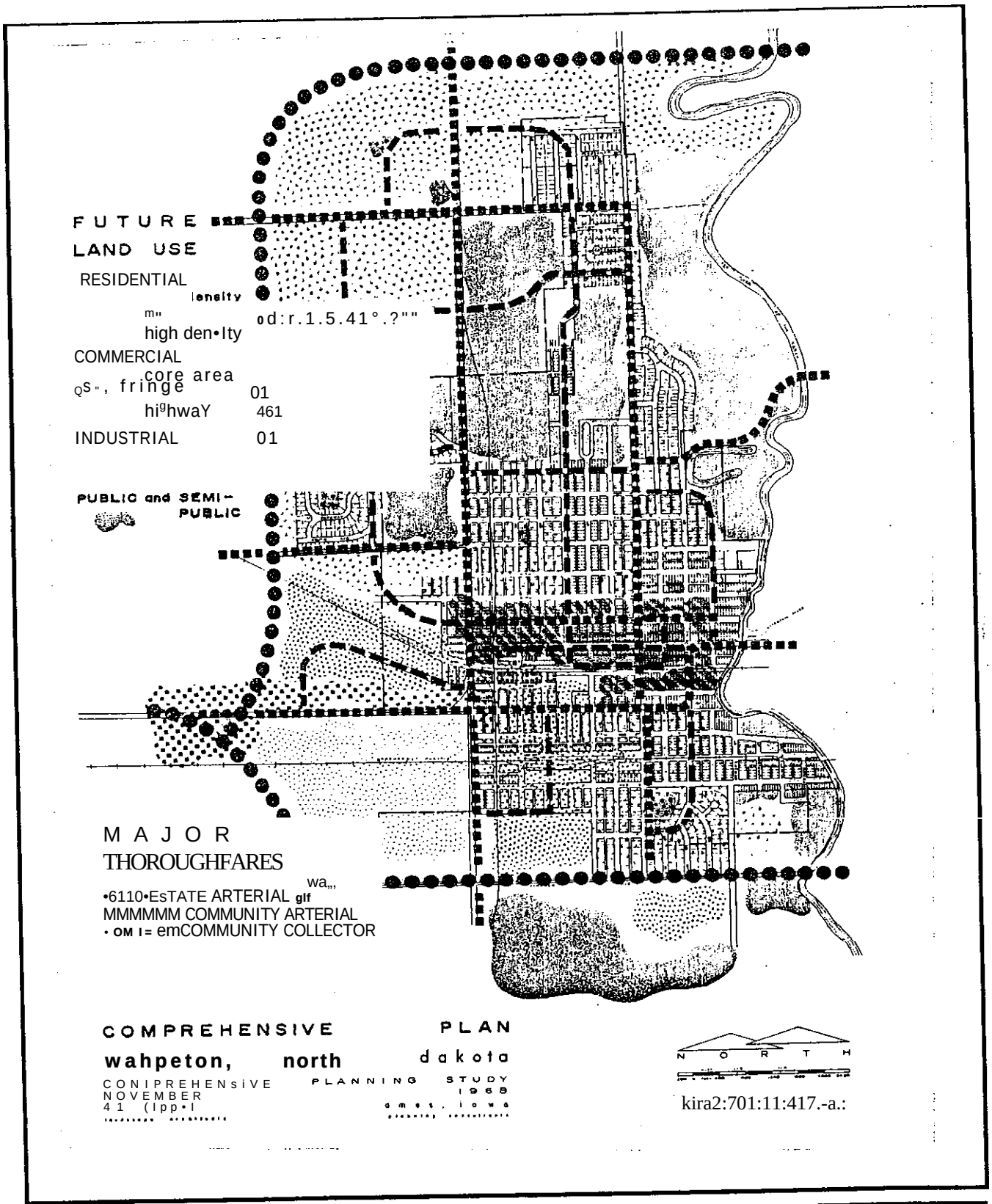
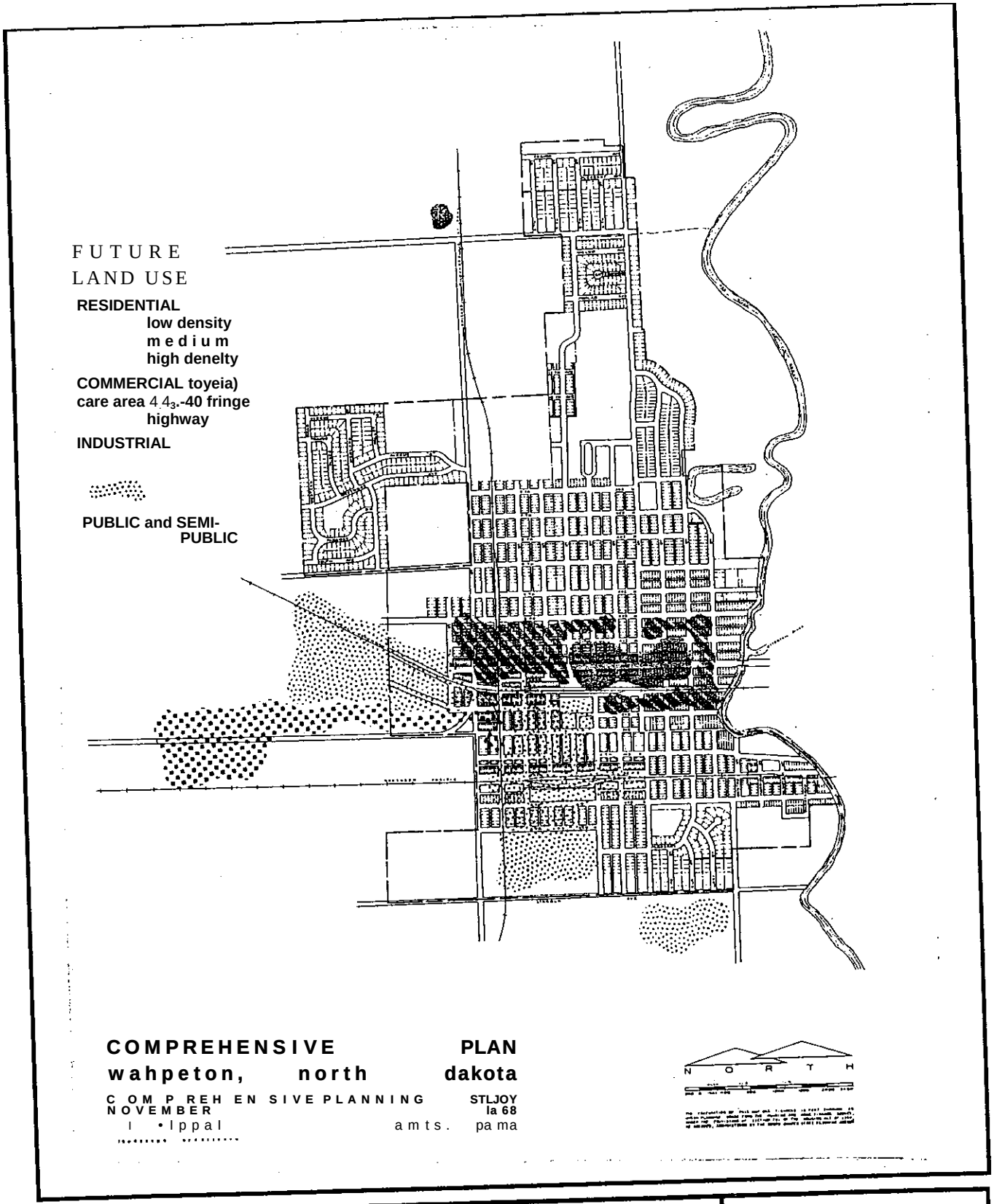


Figure LU-4

1966 Land Use	FUTURE LAND USE
MLM 1996 **Source: D.K. Rippel**	WAHPETON, ND.

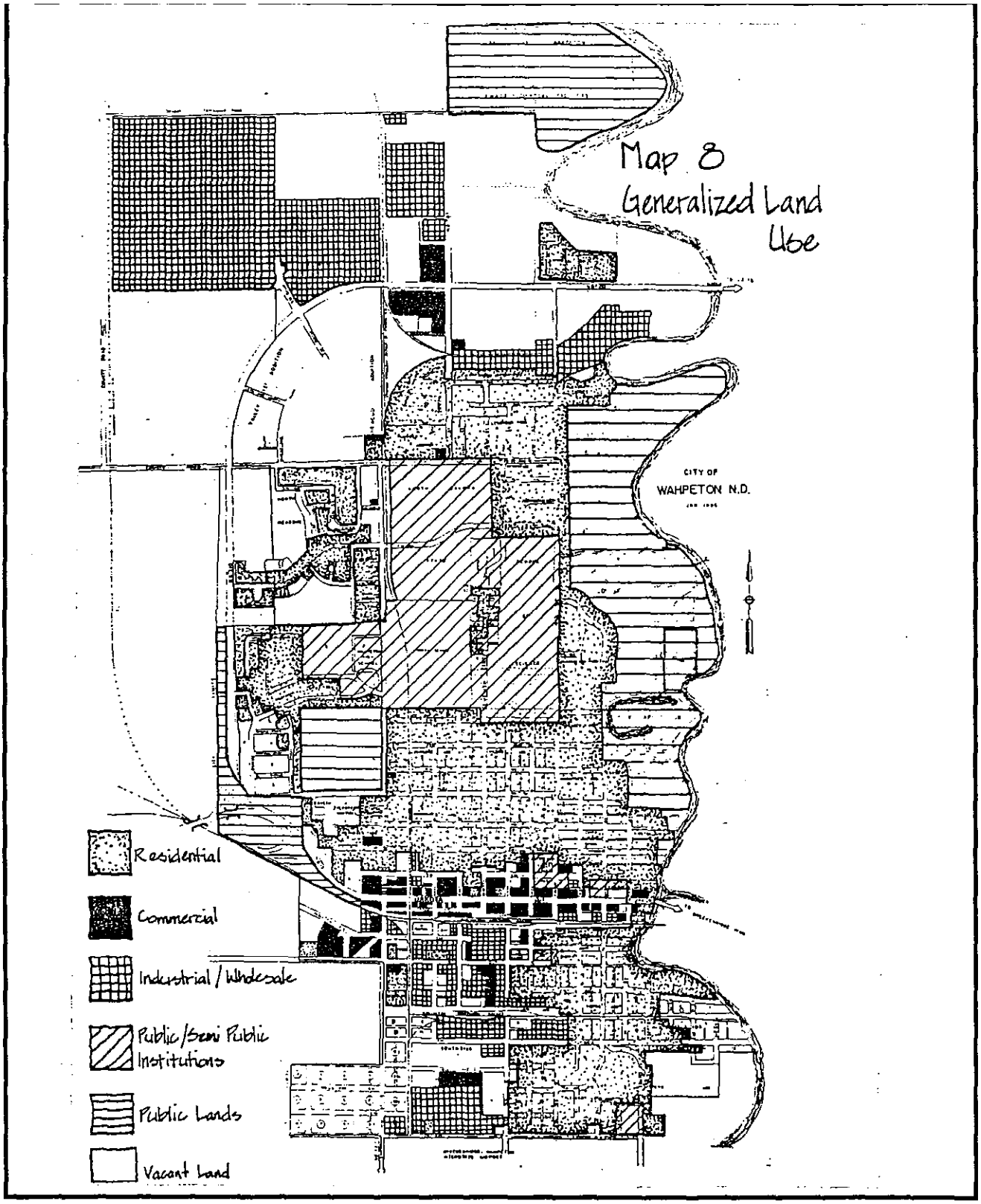


1966 Land Use	FUTURE COMMERCIAL AND INDUSTRIAL LAND USE	Figure LU-5
MLM 1996 Source: D.K. Rippel	WAHPETON, ND	N

located between the two sets of rail road tracks west of the city, one extending west parallel with and north of ND Highway 13 and the other one extending north westerly (See Figure LU-5).

Nearly a decade later in 1980 the city experienced major changes in land use pattern. The west side had grown residentially. More commercial uses were developed west of 11th Street South and north of 4th Avenue South. More industrial uses had emerged on the south and southwest sides (See Figure LU-6).The Development Framework Plan recommends concentration of retail and commercial services in the downtown area and along southside of Highway 210 by-pass, east of the extension of 3M Drive (See Figure LU-7). Areas south of Highway 210 by-pass were designated for commercial uses while to the north, the and was designated for residential east of Richland County 87. Also, between 1966 and 1981 the 3M Company and PrimeWood were established north of this by-pass which committed the area around them for industrial uses. The residential uses, presumably were predicated by the existence of the mobile home park without recognizing the difficulties ahead from traffic and land use segregation problems making residential uses incompatible and out of place. Also, the areas west of extension of 3M Drive and east of Highway 210 were designated as residential due to the vacant nature of the land. Other lands on both sides of Highway 210 were designated for residential uses (See Figure LU-7).

Since 1980, the residential, commercial and industrial development have grown rapidly. The land east of Highway 210 by-pass is extensively developed for residential uses containing a few vacant lots which will be built soon.



Land Use	1980 LAND USE	Figure LU-6
M L M 1 9 9 6 **Source:Barton-Aschman**	WAHPETON, ND	N

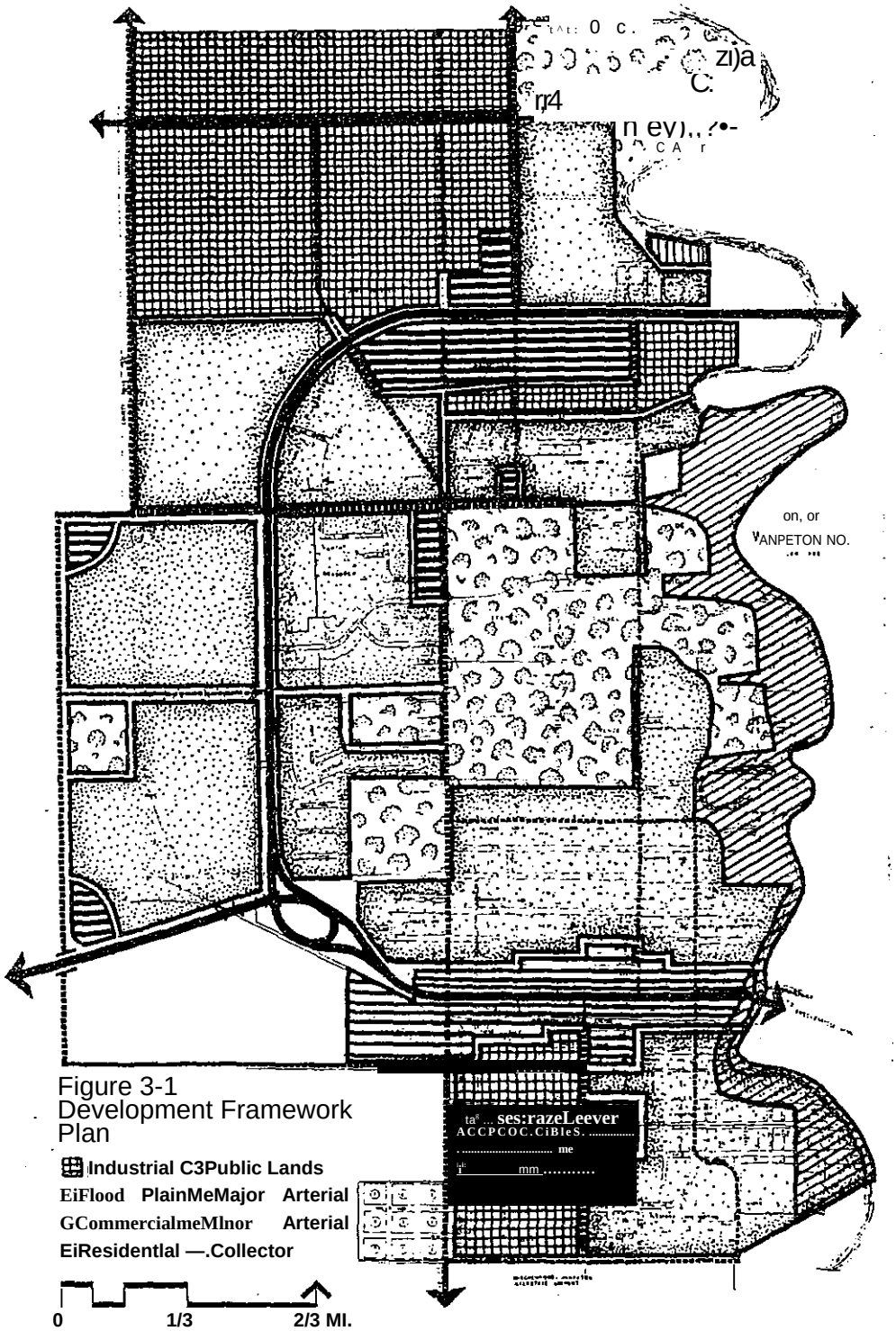


Figure 3-1
Development Framework Plan

Land Use	1980 DEVELOPMENT FRAMEWORK	Figure LU-7
~~MLM 1996~~		
Source: Barton-Aschman	WAHPETON, ND	N

The south frontage on the curve of Highway 210 is developing for highway commercial uses including a car dealership, three motels, service station with large areas still available for commercial uses. West of the Highway 210 by-pass, was designated for residential uses, despite the recognition of this road as a major arterial then an interim arterial, now to serve as a local street. But at the same time, the existence of the centrally located school campus, has been used for the rationale for this residential development pattern.

The basic objectives of the proposed land use pattern in 1980 was:

1. "to make efficient use of city's existing public investment in schools, parks, utility systems, street systems, fire stations and other public facilities.
2. to minimize the cost of expanding the city's public system.
3. to create high quality residential neighborhoods, commercial areas, and industrial areas.
4. to protect and enhance the quality of existing neighborhoods and avoid strip commercial development pattern."

For commercial development, the plan which established its target for the year 2000 discussed the characteristics of each group of uses.

> "the high level of traffic actively generated by commercial development dictates that care must be taken in locating commercial development where adequate vehicle access exists or can be provided in the future. Locating development without considering the characteristics of the city's transportation system will result in heavy traffic traveling on residential streets or other streets not designed to carry extensive traffic. While it is desirable to locate commercial development adjacent to major roads, disorganized groups of individual stores which stretch out linearly along major roads each with its own direct access onto the public street are not desirable. This type of development pattern referred to as strip development can decrease the traffic-carrying capacity of the road and create safety hazards both to pedestrian and autos. A
>
> commercial development pattern of dispersed single-use facilities on individual sites

creates a confusing development pattern.. Dispersed or strip commercial development patterns also make multi-purpose shopping trips difficult and tend to foster energy consumption through increased auto travel. Where commercial development is grouped together, in an organized fashion, residents can carry out several shopping tasks or errands during a single shopping trip. One can drive to the commercial area, park the car and walk between stores, rather than having to drive to each.

To overcome the potential problems and still meet the special needs associated with commercial development, a number of policies can be followed:

1. The number of commercial areas in Wahpeton should be minimized. Commercial development should be grouped together to minimize the places where commercial development will abut other types of development and to encourage organized, compact commercial areas.
2. The amount of land dedicated to commercial development should be matched to the market demand for commercial space. Too much land zoned for commercial purposes encourages commercial development to spread out and not be consolidated. Many commercial enterprises benefit from close proximity to one another, these beneficial interrelationships should be encouraged.
3. Office, entertainment, services, and retail activities are mutually supportive activities. Grouping of these activities together increases the viability of each and offers an opportunity for shared parking.
4. Provide compact and consolidated sites to reduce internal auto circulation demands, and strengthen inter-action between activities.
5. Locate commercial development on existing or planned arterials keeping commercial oriented traffic off local streets.
6. Locating development in areas with existing or planned utilities maximized benefits from existing public system investments.
7. Steps should be taken to protect edges where commercial areas blend into non-commercial areas".

For industrial development, the plan addresses the following.

"Industrial development presents a number of problems and unique characteristics which should be considered in deciding where industrial development should locate in the community.

1. Industrial and manufacturing business attract substantial daytime population employees.
2. Most economic expansion typically comes from existing firms already located within a community on three to ten-acre tracts rather than from new firms moving into the community. Wahpeton, however, has experienced industrial development expansion through major new firms moving into town and may continue to do so.
3. Land requirements for industrial development are more critical than for other types of development. Level, buildable, appropriately priced land with utilities and appropriate transportation facilities (sometimes including rail service) are typically required for industrial development.
4. Utilities are required. Typically, industrial development cannot locate where they are not available.
5. Access from major roads required.
6. Rail service is generally required.
7. The appearance, odor, noise, emissions, and truck traffic generated by industrial firms are a potential nuisance to surrounding development.
8. Buildable soil and ground water conditions are required.
9. Predicting future industrial land needs is very difficult considering the wide variety of different types of industrial development. This is especially true for major extensive land using industrial development. The city needs to retain a substantial amount of flexibility in its response to future industrial development pressures in Wahpeton.

A number of policies can be derived from these characteristics which give direction for locating industrial development.

1. Provide prime land areas for industrial development. These areas should have regional truck access, good soil conditions, and rail access.
2. Create consolidated land areas for industrial development to establish character and maintain a quality environment. Consolidation minimizes the edges between industrial

development and other types of development.

3. Relate job locations to residential locations.
4. Provide adequate transportation services including roads and rail.
5. Locate industrial development where utility capacity does exist or will exist".

For multi-family residential development, the plan focused on the existing problems and made the following findings and recommendations:

"Increasing numbers of people require or desire multi-family living opportunities. In Wahpeton, the vast majority of recently constructed residential dwelling units have been multi-family units. This emphasis is expected to continue in light of the cost of housing, energy shortages and Wahpeton's population characteristics. A number of problems are generally associated with multi-family housing including the fact that the scale of multi-family buildings is larger than that of single family homes, off-street parking requirements are more demanding, and the concentration of people in singular locations increases the amount of activity, particularly traffic in and around that location. To overcome the potential problems associated with multi-family development, a number of steps can be taken to direct the location of development and make sure that its character is consistent with surrounding development.

1. Controls are required to manage the activity and scale of multi-family development. Regulations pertaining to the number of units per acre will help to limit the intensity of activity. This is especially critical where apartments are to be near single-family homes.
2. Provisions relating to lot coverage, setback and building height are needed to assure development is in scale with surrounding properties. Again, this is especially important when apartments are adjacent to single-family homes.
3. Generally, residents of multi-family housing are less mobile than single-family housing residents. They are less likely to desire or be able to operate and pay for private automobiles; therefore, proximity of multi-family housing to commercial areas, employment opportunities and public services is needed. Multi-family locational policies should consider this need.
4. Multi-family development auto access should be oriented to minimize traffic on local

residential streets. Location of multi-family buildings with access onto collector or minor arterial streets would be desirable.

5. Multi-family residential development interspersed with single-family development is appropriate if steps are taken to fit the multi-family facilities into the area through control of building height, building setback, landscaping of parking areas, and control of total development density. The number of apartment buildings should be limited to maintain the character of the neighborhood as a single-family area. Smaller, less intensive multi-family units such as duplexes or triplexes may be quite compatible with single-family areas.
6. When multi-family development is located in single-family areas, the city should require site plan review by the Planning Commission to insure the development compatibility.

Particularly appropriate locations for multi-family development would be:

1 Vacant residentially designated land in the northwest area. Commercial and employment opportunities are close at hand and the proximity of major roads would keep development generated traffic oriented away from residential neighborhoods.

2. Vacant parcels or redevelopment surrounding downtown. Multi-family development in these areas would be close to public services, places to shop and to work.

The city should pursue a policy of flexibility in locating multi-family development recognizing that projecting the exact mix of multi-family and single-family development is impossible. Many locations do exist that could be appropriate for multi-family use including allowing some apartments or townhouse development within single-family housing areas. Consideration should be given to allowing multi-family development to occur in these locations if the demand exists. When multi-family housing is allowed within predominately single-family areas special care should be taken. The policies listed above relating to minimizing multi-family housing, generated traffic impacts, minimizing the number of multi-family housing units in single-family areas so that the general single-family character is maintained and controlling the physical design of the site and building should be followed".

For implementing the plan, findings and recommendations of the 1980 plan

concluded:

"The development staging strategy attempts to indicate where and when growth should occur within the Wahpeton area. Focusing development in limited areas at any one time makes it easier for the community to provide public services such as utilities, parks, and schools. The city's public investments can be focused and the number of people benefiting from them maximized. This is particularly crucial because of the limitations in Wahpeton's existing interceptor sewer system. Staging development makes the processes of urbanization more predictable for everyone involved. The Wahpeton development staging strategy follows.

1. Short Term. Emphasis should be on filling in the existing vacant areas where sewer and water can be provided. Sufficient land is available to satisfy the projected land needs for much of the next twenty years. To encourage infilling to occur, residential development which will occupy the largest percentage of the anticipated additional developed land needs will need to occur on much of the land currently zoned for commercial or industrial development.

   The city has more land zoned for industrial and commercial uses then it is likely to need in the foreseeable future. Much of this land already has or could easily have utility service. In order to avoid premature extension of utilities to open up new land to meet the large anticipated residential land demand, some of the land currently zoned for non-residential land uses should be used for residential development.

2. Intermediate Term. As the demand for land increases, expansion of the city and extension of utilities west of US 210 should occur. This should not occur until the land area within the existing city limits nears full development.

3. Lug Term. Development north of the city should take place as the demand for industrial land exceeds the existing supply.

FUTURE LAND USE

Spatial Needs

The heart of land use planning is defining the developable land needs of Wahpeton in the future. The land needs determination is based on the trends in land use and anticipated future changes. Between 1966 and 1996 the total land use pattern changed from 1,200 acres to about 3,600 acres, about 210% overall increase in 30 years or 7% average annual increase. The largest growth was in the commercial sector by 385% mostly due to the growth of the commercial areas on the southwest side of the Dakota Avenue area. Industrial land use grew 350%, most of which is concentrated north of Highway 210 by-pass. Residential land was expanded by 250% and streets and roads by 180%. Overall, this land use change, in proportion to the population change of about 58% (average of 1.9% annually), is rapid. Several factors that have influenced this growth include rapid industrialization and major changes in commercial land use in the 1980s. Thus the land use trends show a growth of 3% in the use of land to accommodate 1% growth in population.

To project the future land needs in Wahpeton, the key assumption is the population growth at 1% per year for the next 5 years and 2% per year for the next 5-15 years. This assumption is based on recent trends in expansion of manufacturing employment and attraction of spinoffs and new businesses as discussed in the population section. Here, the total land needs are projected at 2%, 3%, 4%, 5% and 6% annually (See Table LU-9). The key factor that should be considered is availability of land in the city. The total unused land in the city consists of 342 acres not all of which, because of the locations, size of lots, and access can be considered developable. A large part of this land is zoned

commercial, some committed to industrial and reserved for expansion of existing industries. About 60 acres of land are platted for residential land. Practically, the only available developable land in the city is on the north side; largely located south of Highway 210 by-pass. There are several parcels on the southwest side, but most of the needed land lies outside of the city. A realistic land absorption rate for Wahpeton in the next 5 years is about 3% average annually. But, a wider series of projections for each basic category of land use (residential, commercial and industrial) are made (See Tables LU-10, LU-11, LU-12) to accommodate the changing situations. Presently, the overall land use projections include, public lands, open spaces, streets and highways.

Residential land uses are projected between 2% and 6% on the basis of 1996 residential land use of 824 acres. For example a 2% annual growth requires 90 acres of land by the year 2000 and another 90 acres by the year 2005. It must be remembered that presently there are about 140 vacant lots in the city to meet the existing needs. At 3% annual growth rate, the residential land needs would be 125 acres by the year 2000 and another 140 acres by the year 2005 (See Table LU-10). In this table, the projected land needs are shown cumulatively by five year intervals from the year 2000 to 2015. For single family residential 90 acres of land, based on new lot sizes in Wahpeton, produces 270 lots to be absorbed in 7 years or about 38 lots per year. Since a part of the projected land is needed for multi-family residential development, the 90 acre projected land need for the year 2000 may produce about 200 single family lots plus sites for rental units. In recent years there has been a trend on larger lots for single family housing units. It must be recognized that there is a need for a variety of lot sizes to accommodate affordable housing needs in Wahpeton, considered to

be an urgent need.

Table LU-9

Projected Total City Wide Land Needs for Wahpeton, North Dakota

	1996	2000	2005	2010	2015
A	3,136	3,450	3,790	4,170	4,590
B	3,136	3,600	4,150	4,770	5,480
C	3,136	3,760	4,520	5,420	6,500
D	3,136	3,920	4,900	6,120	7,650
E	3,136	4,080	5,300	6,890	8,950

Series A: Assumes an average annual growth of 2%.
Series B: Assumes an average annual growth of 3%.
Series C: Assumes an average annual growth of 4%.
Series D: Assumes an average annual growth of 5%.
Series E: Assumes an average annual growth of 6%.

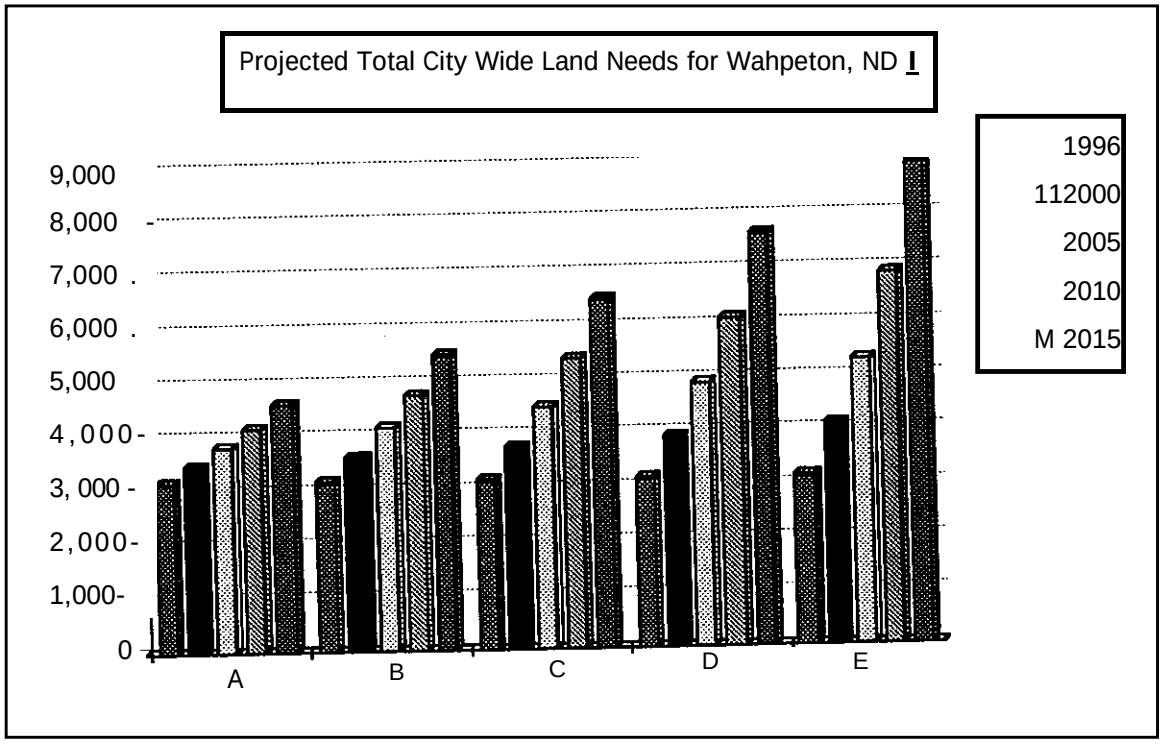


Table LU-10
Projected Total Residential Land Needs for Wahpeton, North Dakota

	1,996	2,000	2,005	2,010	2,015
Series A	824	910	1,000	1,100	1,210
Series B	824	950	1,090	1,250	1,440
Series C	824	990	1,190	1,420	1,710
Series D	824	1,030	1,290	1,610	2,010
Series E	824	1,070	1,390	1,810	2,350

Series A: Assumes an average annual growth of 2%.
Series B: Assumes an average annual growth of 3%.
Series C: Assumes an average annual growth of 4%.
Series D: Assumes an average annual growth of 5%.
Series E: Assumes an average annual growth of 6%.

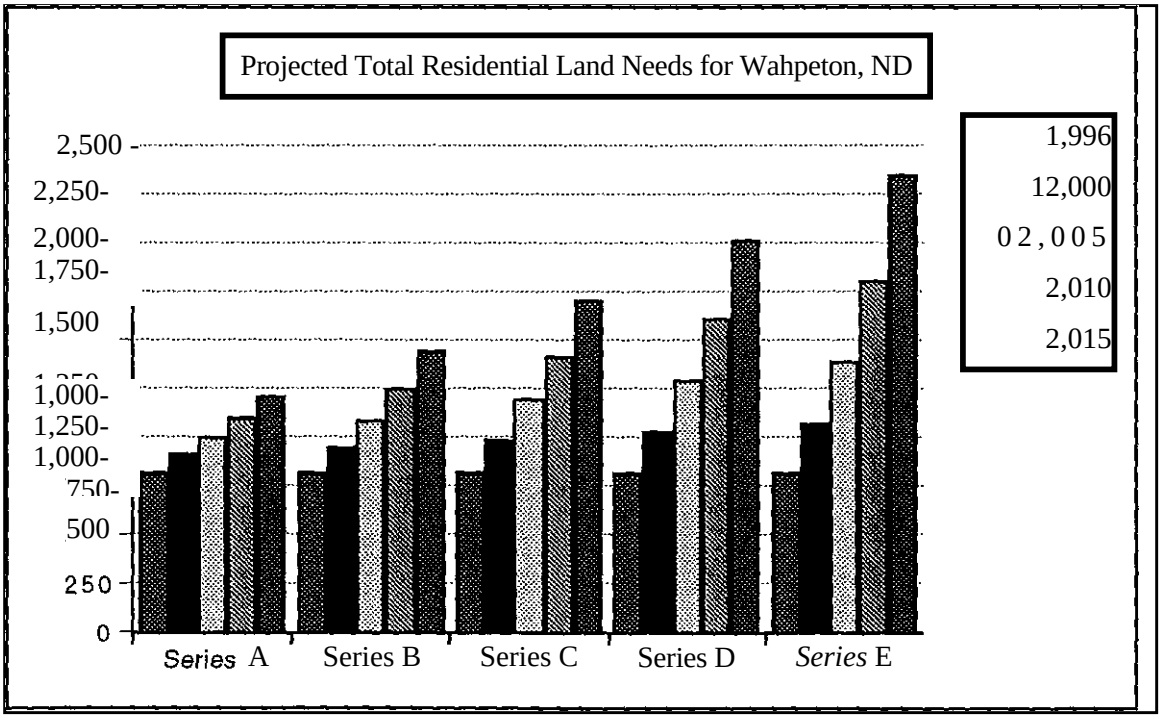


Table LU-11
Projected Total Commercial Land Needs for Wahpeton, North Dakota

	1996	2000	2005	2010	2015
Series A	97	105	120	130	140
Series B	97	110	130	150	170
Series C	97	115	140	170	200
Series D	97	120	150	190	240
Series E	97	130	160	210	280

Series A: Assumes an average annual growth of 2%.
Series B: Assumes an average annual growth of 3%.
Series C: Assumes an average annual growth of 4%.
Series D: Assumes an average annual growth of 5%.
Series E: Assumes an average annual growth of 6%.

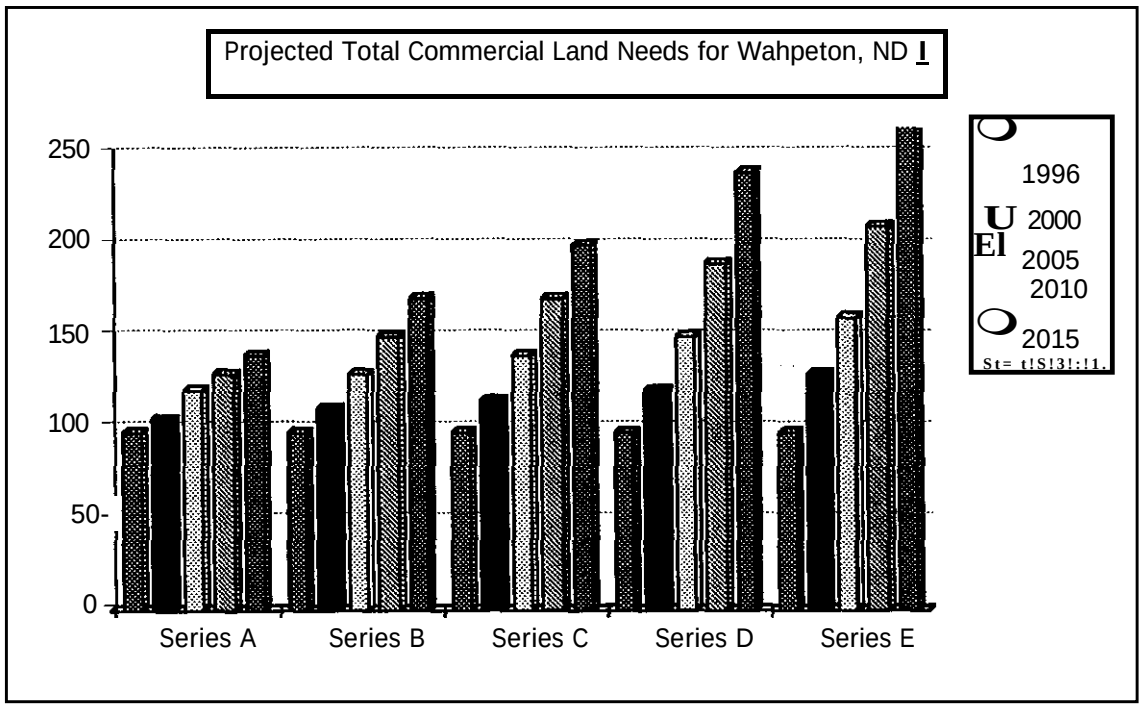
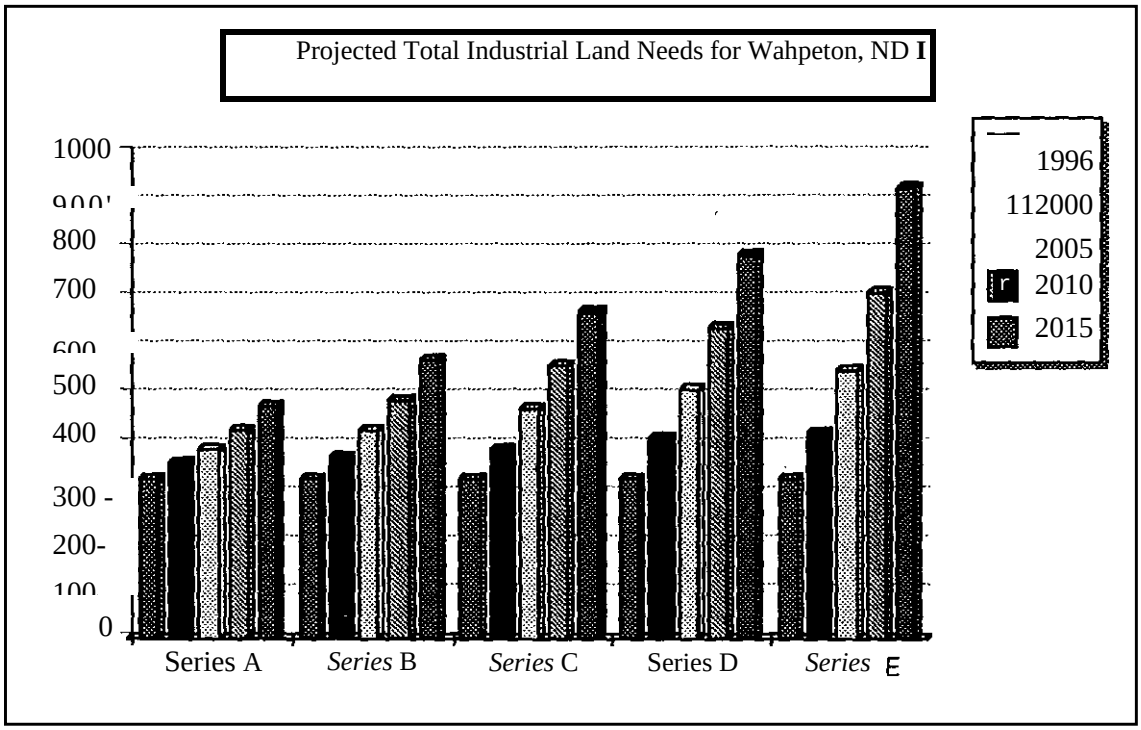


Table LU-12
Projected Total Industrial Land Needs for Wahpeton
North Dakota

	1996	2000	2005	2010	2015
Series A	326	360	390	430	480
Series B	326	370	430	490	570
Series C	326	390	470	560	670
Series D	326	410	510	640	790
Series E	326	420	550	710	930

Series A: Assumes an average annual growth of 2%. Series B: Assumes an average annual growth of 3%. Series C: Assumes an average annual growth of 4%. Series D: Assumes an average annual growth of 5%. Series E: Assumes an average annual growth of 6%.



Commercial land needs projections are illustrated in Table LU-11. A 3% annual growth in commercial land would provide 13 acres by the year 2000, an additional 20 acres by 2005. In contrast, a 6% average annual land use projection requires 33 acres within the next five years and additional 30 acres for the next 5 years. At this growth rate, the 20 year commercial land need should be expanded from 97 acres now to 280 acres. Presently there are over 180 acres of commercially zoned land available in the city, south and west of Highway 210 by-pass. Also about 570 acres of vacant but commercially zoned land exist in the city's extraterritorial zoning area (ETZ). In addition, extensive strip development has taken place on both sides of ND Highway 13 at various locations and extends for over two miles beyond the city limits.

For industrial uses, the present pattern lies both in the city and outside. Minn-Dak Farmers Cooperative and ProGold are located in Dwight Township, while other major industries on the northside are within the city limits. All industrial lands are held by the existing industries for expansion. There is virtually no industrial land available for new industries now in the city in the wake of large scale potential for industrial development in the region. The projections in Table LU-12 follow the similar scale designed for other uses. For example, a 3% average annual growth provides about 74 acres for the year 2000, perhaps sufficient for small and non-land intensive industries, but insufficient for land intensive industries particularly agriculturally related operations. A 6% average annual growth provides about 100 acres for the first 5 years and another 130 acres for the second five years. The 20 year industrial land need requires tripling the size of the industrial land now being used. Agriculturally related industries particularly require large parcels of land. The trends indicate the

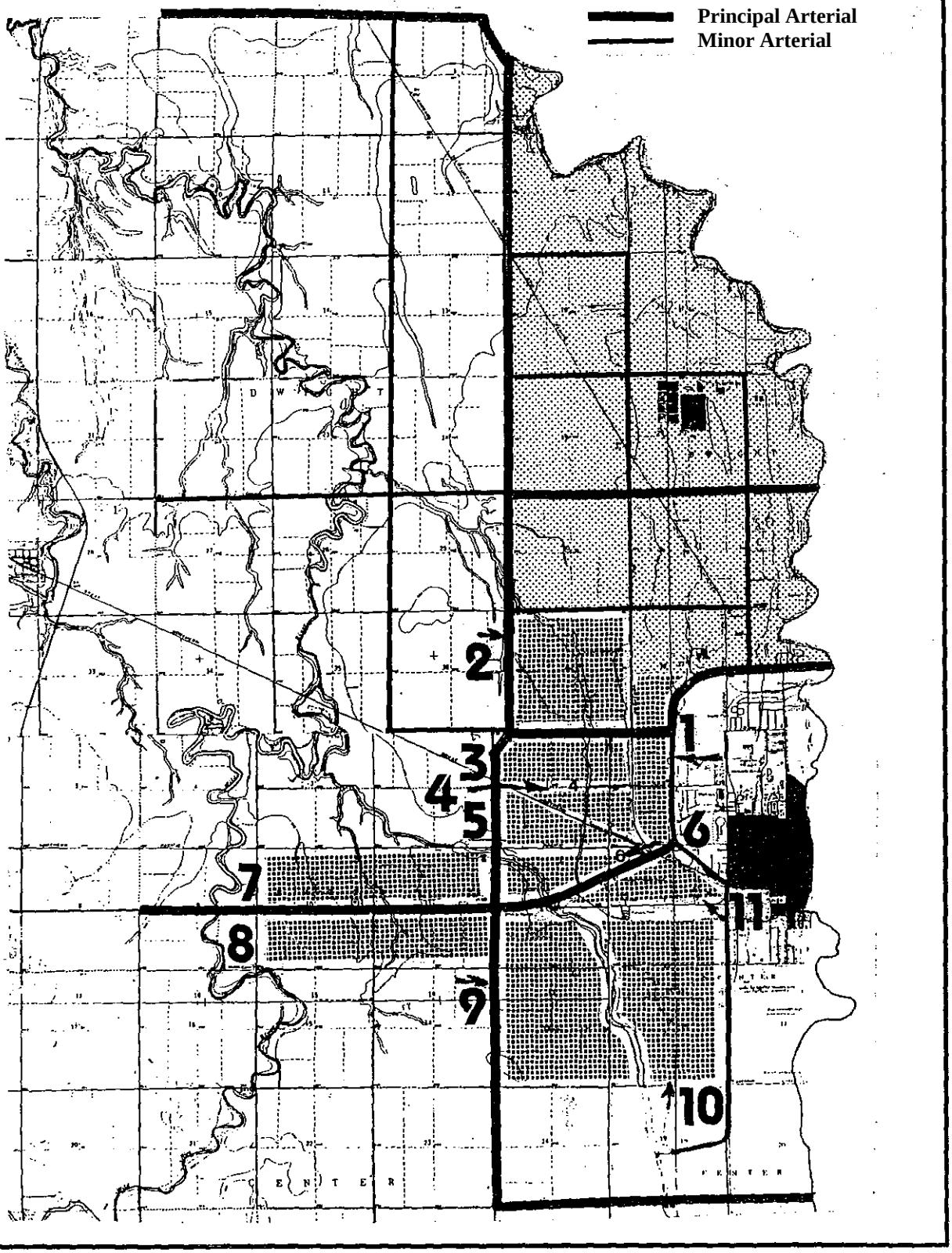
large concentration of industries on the north side to continue for a long time into the future. Cooperative planning and programming conceivably would expand the industrial complex over an area bounded by Richland County Highway 8, Highway 210 by-pass and the Red River within the next 20-25 years. This region is expected to grow both in the city as well as in Dwight Township.

Locational Needs

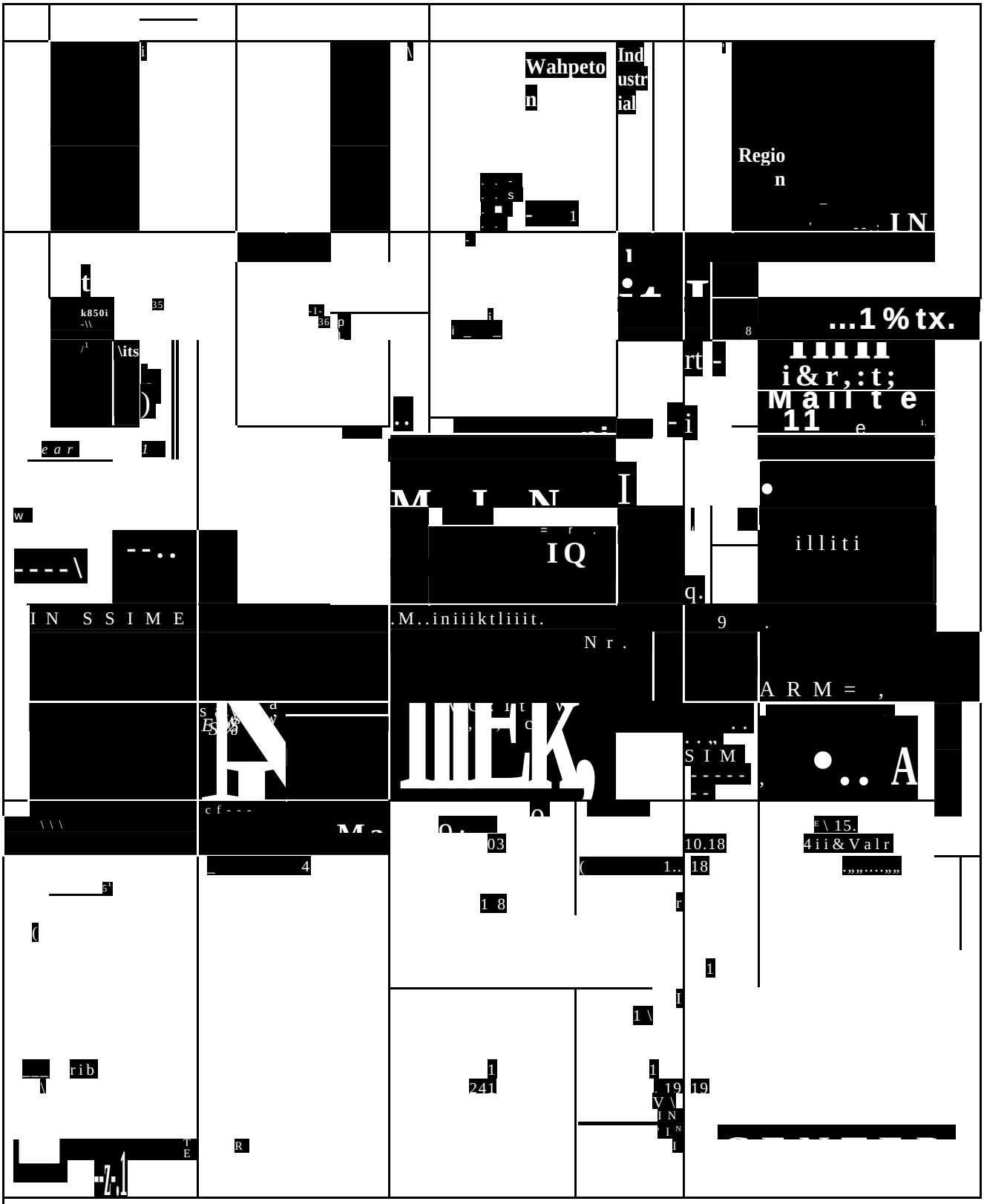
To determine the locational land use opportunities in Wahpeton, we need to examine the potentials of the fringes of the city. In all land use analyses, discussion of streets and highways as they impact the use of land is essential. In the previous discussion, it was pointed out that the trends in industrial land development on the north side largely preclude these lands for non-industrial development. The location of existing industries make the area east of Richland County Highway 8 and North of ND Highway 210 by-pass a unique regional industrial complex. This area must be protected against incompatible non-industrial land uses. The Community Development Corporation has examined alternatives for a detailed action oriented framework for development of this area. The area west of ND Highway 210 bypass is bisected by 3 sets of Red River Valley & Western Railroad Tracks extended to the north, northwest and west. In addition, 2 sets of high voltage power lines are located with a north-south orientation in the area. The projections from the RRV & W railroad projects a large volume of rail traffic for the north line to serve the existing industries. It is likely that this traffic volume will increase as the industrial region builds up. The railroad officials have already expressed concern about residential development west of these tracks. In fact, there is a petition for street

closure in the area (14th Ave. N extended). In addition, because of the presence of high voltage power lines, residential development must have large buffer areas for protection of the residents. Furthermore, as the area develops, increasing traffic on 16th Avenue North would require signalization at Highway 210 and perhaps grade separation with RRV & W tracks. Presently, the mix of truck and car traffic is changing the character of 16th Avenue North to an arterial streets which needs to be connected to the extension of Richland County 8 to ND Highway 13 as a circumferential highway. The land located between the RRV & W tracks and Highway 210 by-pass, north of 16th Avenue North is zoned for commercial-industrial uses. On the south side of 16th Avenue North and north of 14th Ave., the land is zoned for commercial uses. The land south of 14th Avenue North, because of proximity to the interchange, offers limited potential for residential development in view of the access to Highway 210 and also lack of connection to the west across RRV & W tracks (See Figures LU-8 and LU-9).

Area 1 is located west of Highway 210 by-pass and east of RRV & W railroad tracks. This area, north of 16th Avenue North, is zoned 1-2 & B-3. It is next to the Ottertail Power facilities on the north side. One office complex and one contractor's yard exist on the site. This land is largely suitable for general commercial and high density residential development. Between 16th Avenue North and 14th Avenue North the land (85 acres) is presently farmed and zoned B-3 Commercial. This land is suitable for retail commercial as well as low-high density residential development as is developed on the east side. The changes in the Highway 210 functions make this street a local collector street. The land south of this parcel (80 acres) is presently farmed and has commercial and



Comprehensive Plan	1996 COMPREHENSIVE PLAN	Figure LU-8
MLM 1996	WAHPETON, ND	N


Wahpeton
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Region
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Figure LU-9
COMPREHENSIVE PLAN
WAHPETON, ND
Potential Growth Areas
Comprehensive Plan
MLM 1996

higher density residential potential depending on how the land to the north develops. The use of this land will be affected by the railroad crossing along 14th Avenue alignment. There is no sewer available in this area south of 16th Avenue North and the city is considering a west side interceptor sewer to serve the area. Should the access across the railroad tracks be limited to 16th Avenue the only possible access for most of this area is the Highway 210 by-pass, unless an access road is built from the north via 16th Avenue North.

Area 2 Section 31, Dwight Township. This large tract of land (640 acres) is presently used for farming with about 2 dozen single family homes in two subdivisions. This area is not sewered now and should be considered a potential residential growth when the west side interceptor sewer is built. Water service needs to be provided from Highway 210 by-pass. Access points are provided by Richland County 8 and 16th Avenue North. If area 1 develops for commercial uses and when the west side interceptor sewer is constructed (presumably on this land), this area may become a primary residential area. Growing traffic on 16th Avenue North is a concern if this area should develop. Measures for street improvement and traffic management should be taken in advance of developing additional residential subdivisions.

Area 3 is similar to area 2 from the standpoint of suitability for development and presumably would have only access from the north and west to 16th Avenue North and the Township road. This area (360 acres) is not now served by sewer and water. In addition, the railroad tracks and high voltage power line on the eastside would require extensive buffering and site planning for the east portion of it. The land is suitable for residential development if the access and

rail crossing issues are resolved, but similar issues regarding 16th Avenue North improvements and traffic management remain.

Area 4 This area has the same characteristics as area 3 plus it is bounded from east and south by RRV & W railroad tracks. Area 4 (100 acres) is not developable unless access road(s) from area 3 are brought in. Extension of the proposed westside interceptor sewer into this area does not improve site opportunities for residential development in the foreseeable future. Overall this area has limited opportunities for urban development within the next 10-15 years, though it is highly suitable for agriculture.

Area 5 also has many similarities with area 4 and is located between two sets of tracks. Only workable road access must be made from the west to avoid rail crossing. Parcel 5 (160 acres), in view of availability of other land, has limited potential for urban development, although highly suitable for farming.

Area 6 has frontage on ND Highway 13 and is developable if water and sewer are provided. This area (240 acres), has retail general commercial and medium-high density residential potential. This area should be regarded as important land for urban development, especially when sewer and water are made available.

Area 7 & 8 Because of the frontage on ND Highway 13, several commercial uses with exposure needs are located here. Parcel 7 is more extensively developed than parcel 8. Access is controlled via designated frontage roads. The area is large (640 acres) and is suitable for retail commercial, highway

oriented services and medium-high density residential uses. Planning for these parcels and area 6 would require extensive analysis to avoid strip development. These areas are outside of the city's jurisdiction and Wahpeton needs to exercise care in extending water and sewer there within the next 10-15 years. The city should encourage the township to defer development requests for the west half of parcel 7 and most of parcel 8. Planning and coordination with Center Township is very important.

Area 9 & 10 These large parcels (1,600 acres) have a variety of potential and should be regarded as one of the key low-density residential areas for the city. The land is being farmed now, but if the west side interceptor sewer is extended to the south, it becomes easily developable. Several residences-businesses exist on the south side of 4th Avenue. Area 10 is closer to services and good road access (Highway 127) but faces the railroad crossing south of Dakota Avenue, unless an over/under pass is built to speed up the traffic movement. Soil conditions need careful analysis. Area 10 is contiguous to the existing city limits and is potentially more developable than area 9.

Area 11 is partly developed for commercial uses and should be used for more commercial and multi-family development, particularly if areas 9 & 10 develop for residential uses. The site(s) potential for this area will be enhanced with grade separation at RRV & W and County Highway 127 intersection.

Findings and Recommendations

The foregoing analysis points out the problems and opportunities for land development to meet the growing needs of Wahpeton as a manufacturing and

service center in southeastern North Dakota. The findings are based on the principal of orderly development, cost effectiveness of utilities and streets as well as aesthetic values to protect property value and privacy of the property owners. Detailed policies are designed to guide the growth of the city in the implementation section of the plan. To summarize the spatial and locational needs for Wahpeton, aside from the total regional industrial land needs, the city should consider the following improvements. First, the waste water collection system on the west side and south side is at maximum capacity. New development requires construction of a west side interceptor sewer to serve new lands and uses. Second, the water distribution system should be expanded to complement the sewer service. In addition, more capacity for water storage is needed on the west side to assure continuous service to the resident. Third, access to existing street systems across the railroad tracks will become more difficult and perhaps hazardous as the area(s) develop. Serious consideration should be given to a grade separation for 6th Street, 11th Street and 16th Avenue North within the next 5-7 years. Fourth, the density of uses and their placement require extensive analysis from the standpoint of set backs, buffers, internal and external site planning. Too often, over densely developed areas cause physical, social and aesthetic conflicts. There is need for intermediate densities for residential development. Fifth, the City of Wahpeton under the most optimistic growth (aside from the need for regional industrial complex) would need no more than 3,000 acres of land within the next 20 years. Therefore, in reviewing the land use decisions, care must be exercised to choose adjoining parcels with the least limitations for access, soil suitability and services. Short range solutions should be looked at in terms of their short and long term implications. If a decision to accommodate a particular land use

/zoning is requested, it is vital to make sure that such a decision does not create future difficulties for other parcels of land in the area or require premature and expensive extension of services. The long term view of land development process would help to meet the key principles stated above and the policies presented in the implementation part of this plan. An important consideration in land use planning process is the comprehensive revision of the zoning ordinance and subdivision regulations. The present ordinances need substantial changes including major emphasis on the criteria, requirements and the process for review and analysis prior to taking action.

PUBLIC FACILITIES AND UTILITIES

Overview

PUBLIC FACILITIES

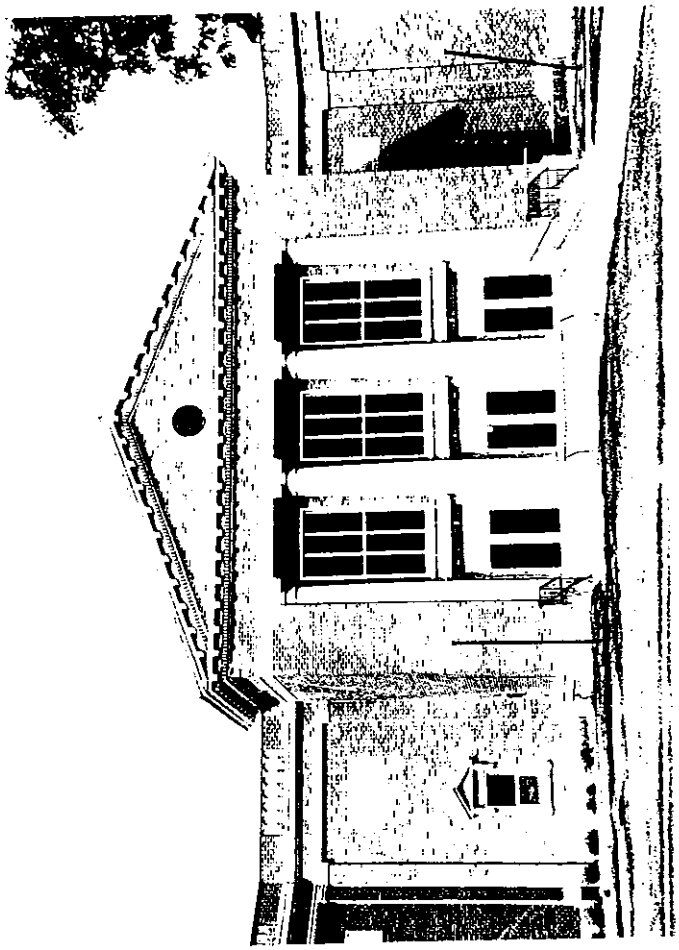
North Dakota State College of Science
Wahpeton Public Schools
Circle of Nations School
Park and Recreation

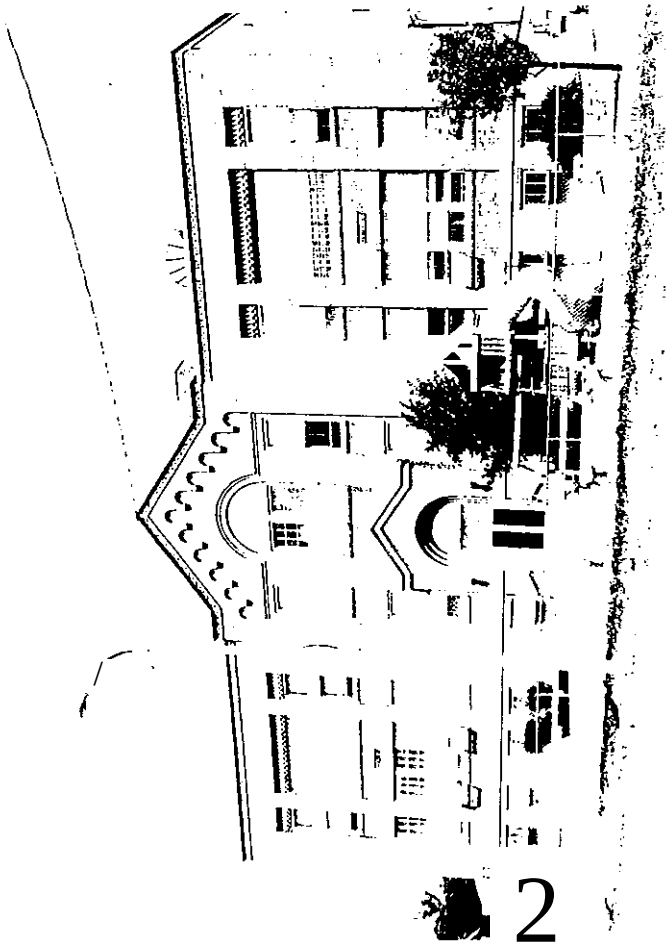
PUBLIC UTILITIES

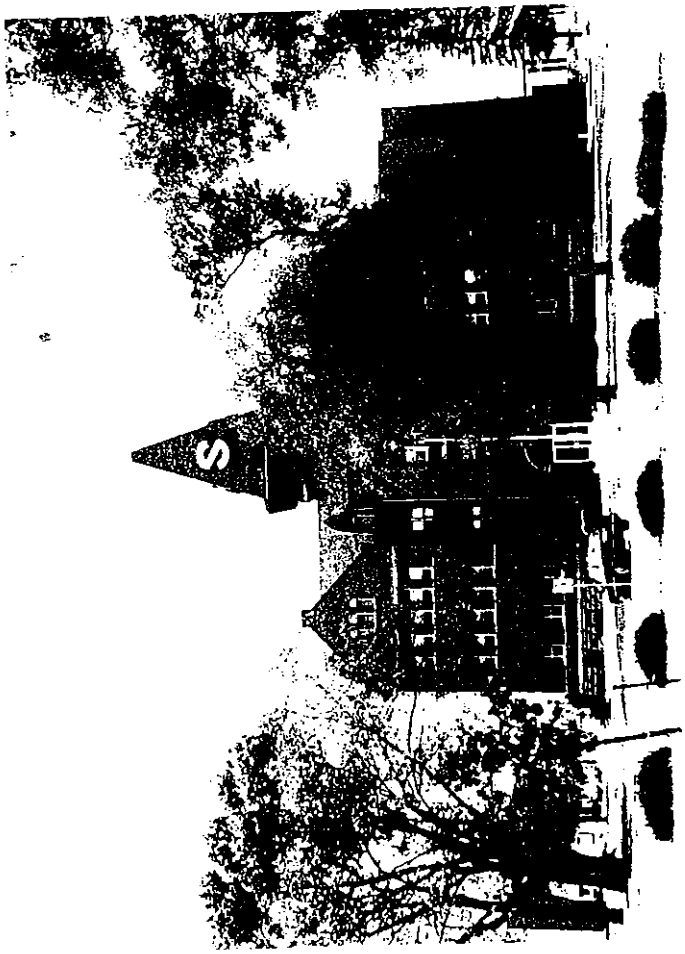
Sanitary Sewerage System
Storm Sewer and Surface Drainage
Water System

ISSUES

Park and Recreation
Sanitary Sewerage
Drainage and Storm Sewer
Water System
Capital Improvements Program

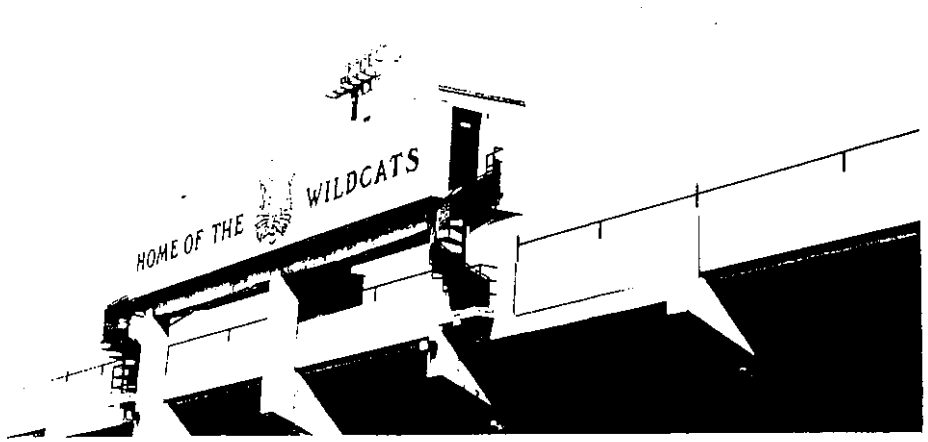


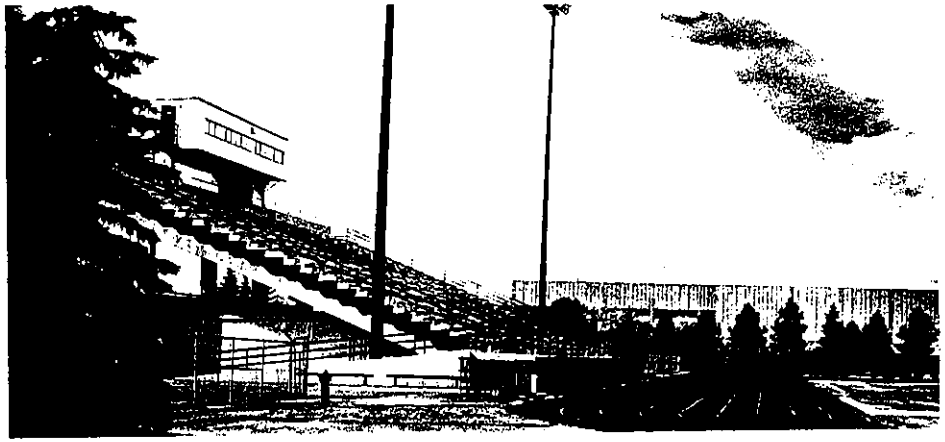


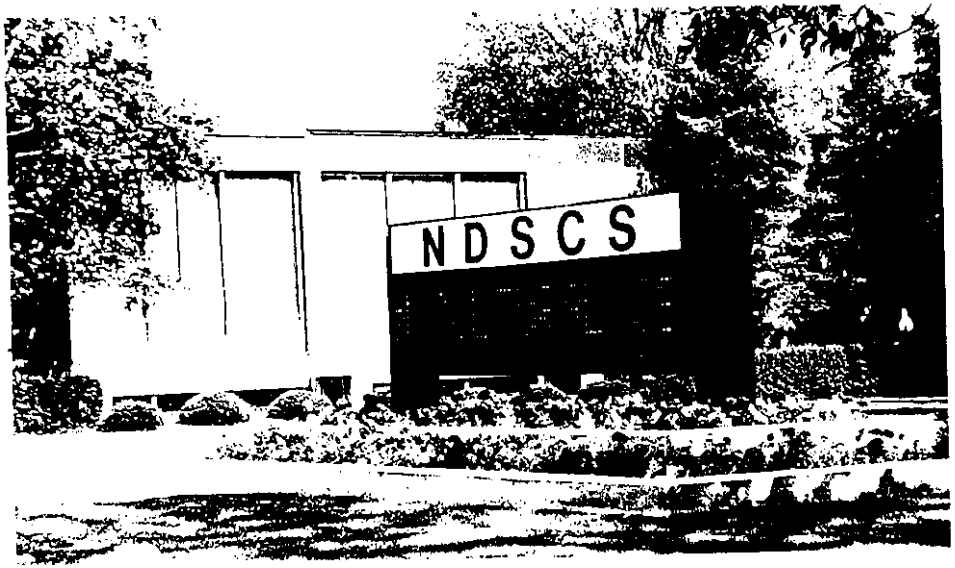


2


NORTH DAKOTA


HOME OF THE
WILDCATS




NDSCS

PUBLIC FACILITIES AND UTILITIES

Overview

The City of Wahpeton, with a population of 9,300 in 1996, possesses many unique and complex features usually found in larger cities, As a center for manufacturing, education, professional and general services, it offers numerous opportunities to a large number of people in addition to its residents. There are many physically and functionally attractive residential areas complemented with a comprehensive system of park and open spaces and a high quality and centrally located college. The public school system is designed as a campus and serves the community well. A unique library and a historic court house are located in the downtown area surrounded by a number of financial institutions and other private buildings. At the same time, Wahpeton offers many challenges as a community for planning, coordination and management.

To address the public facilities and utilities, it is helpful to briefly discuss the governmental entities that have historically provided service in Wahpeton. Several independent local, regional and state entities are partners in what we experience as community life in Wahpeton. At the city level, there is the municipal government which directs provision of many of the public facilities and utilities. The school and park districts, as separate local governmental entities, provide other services not addressed by the municipal government. There are also a number of direct relationships, in this context, that make the city what it is. The role of the surrounding Townships and Richland County are less obvious to a casual observer, but none the less, are very important in the present and future growth of the city. In this respect, the City of Breckenridge, as a long standing neighbor and a major partner of the Wahpeton-Breckenridge

community has an important part. The state government as it is represented by the North Dakota State College of Science, is a major employer and economic contributor. The state provides other service functions as well.

In this section, a general description of the local, regional and state public facilities and utilities are discussed to show the intricate web of community interrelationship as well as identifying and addressing those issues, needs and priorities over which the City of Wahpeton Municipal Government has responsibility. The private sector's role, although the life blood of the city and region, is collectively amplified in the section under economy and not individually addressed.

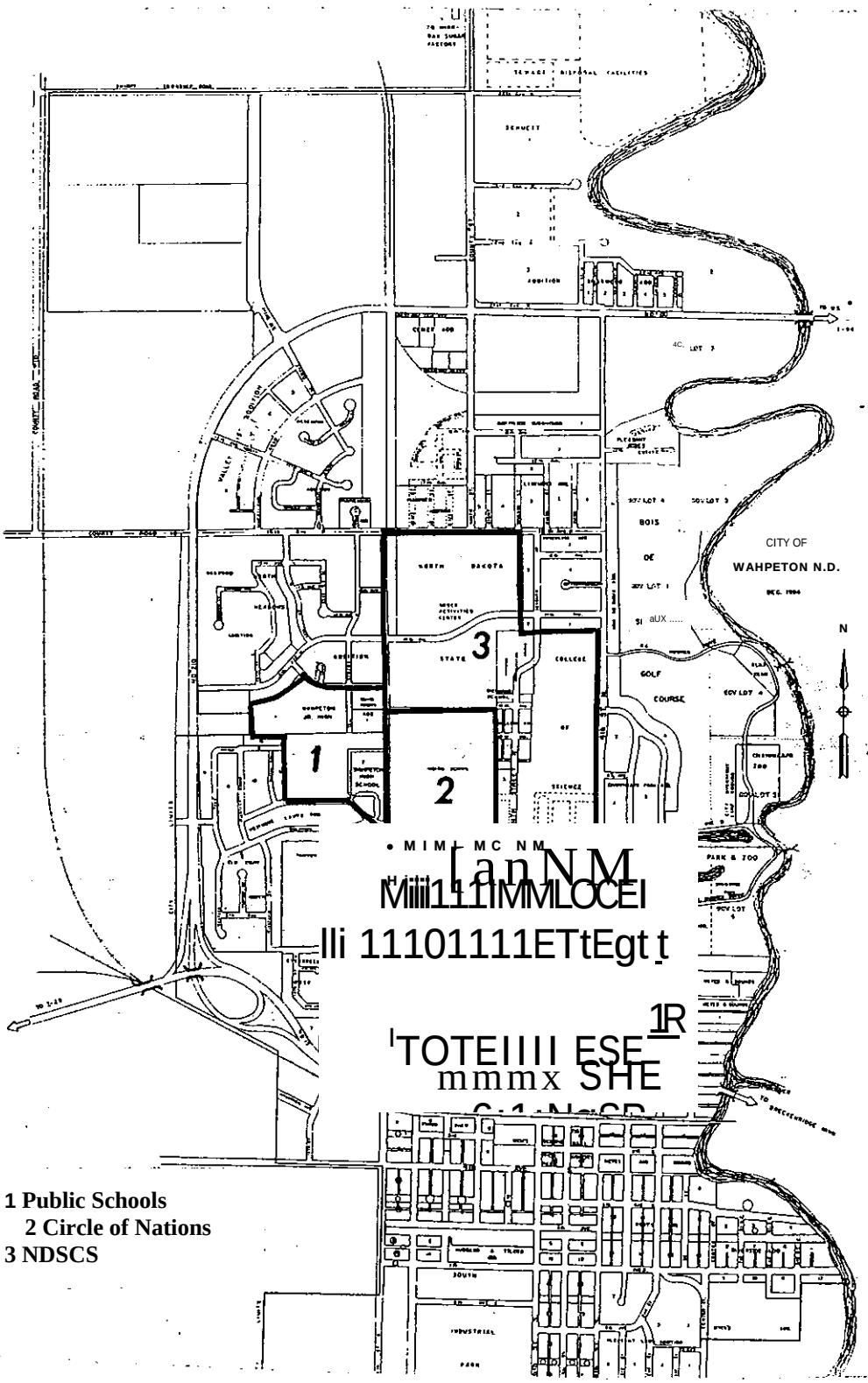
PUBLIC FACILITIES

North Dakota State College of Science

NDSCS is an influential member of the North Dakota higher education family. It has been in existence since 1903 and maintains a good position on the cutting edge of technical and professional education in the region. In addition to its structured instructional curricula, it offers many opportunities to meet the timely needs of individuals, businesses and industries.

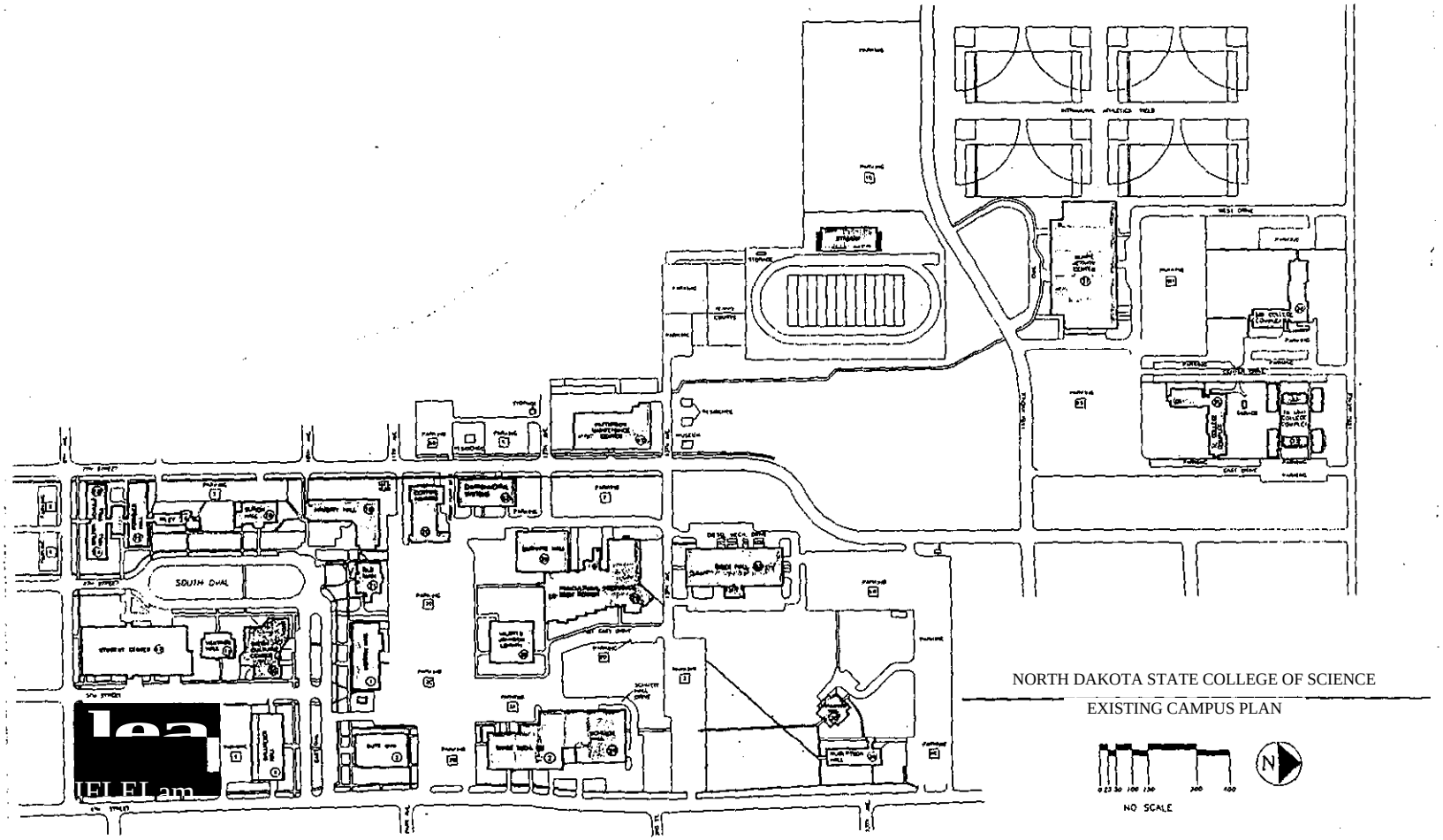
The North Dakota State College of Science physically, culturally and economically occupies a prominent place in Wahpeton. With a growing enrollment of about 2,560 students, it is the largest public sector employer (360 staff and faculty) in southeastern North Dakota. NDSCS generates 12.6 million dollars annually in salaries and fringe benefits.

Occupying a centrally located campus of 125 acres with 37 major buildings, NDSCS offers 1,231,000 square feet of administrative and instructional spaces (See Figure PF-1). Almost 50% of the campus buildings have been constructed since 1971. About 39% of the space is used for academic and support facilities, 23% is utilized for activities and services and 38% of the total space accommodates the student housing (See Figure PF-2). The campus is served by 3.2 miles of streets and 4.75 miles of sidewalks. The water and sewer services are provided by the City of Wahpeton consisting of 18,150 feet of water lines, 13,200 feet of storm sewers and 9,990 feet of sanitary sewer lines. There are 2,647 off-street parking spaces available on campus (See Figure PF-3). A detailed facilities plan assesses the existing and future needs and provides a renovation and repair schedule through the year 2003. The facilities plan addresses several issues related to pedestrian and auto traffic and access to buildings; linkages for parts of campus; linkages among buildings; site planning and landscaping; future location of new buildings; and utility corridors to accommodate better access and change (See Figure PF-4).

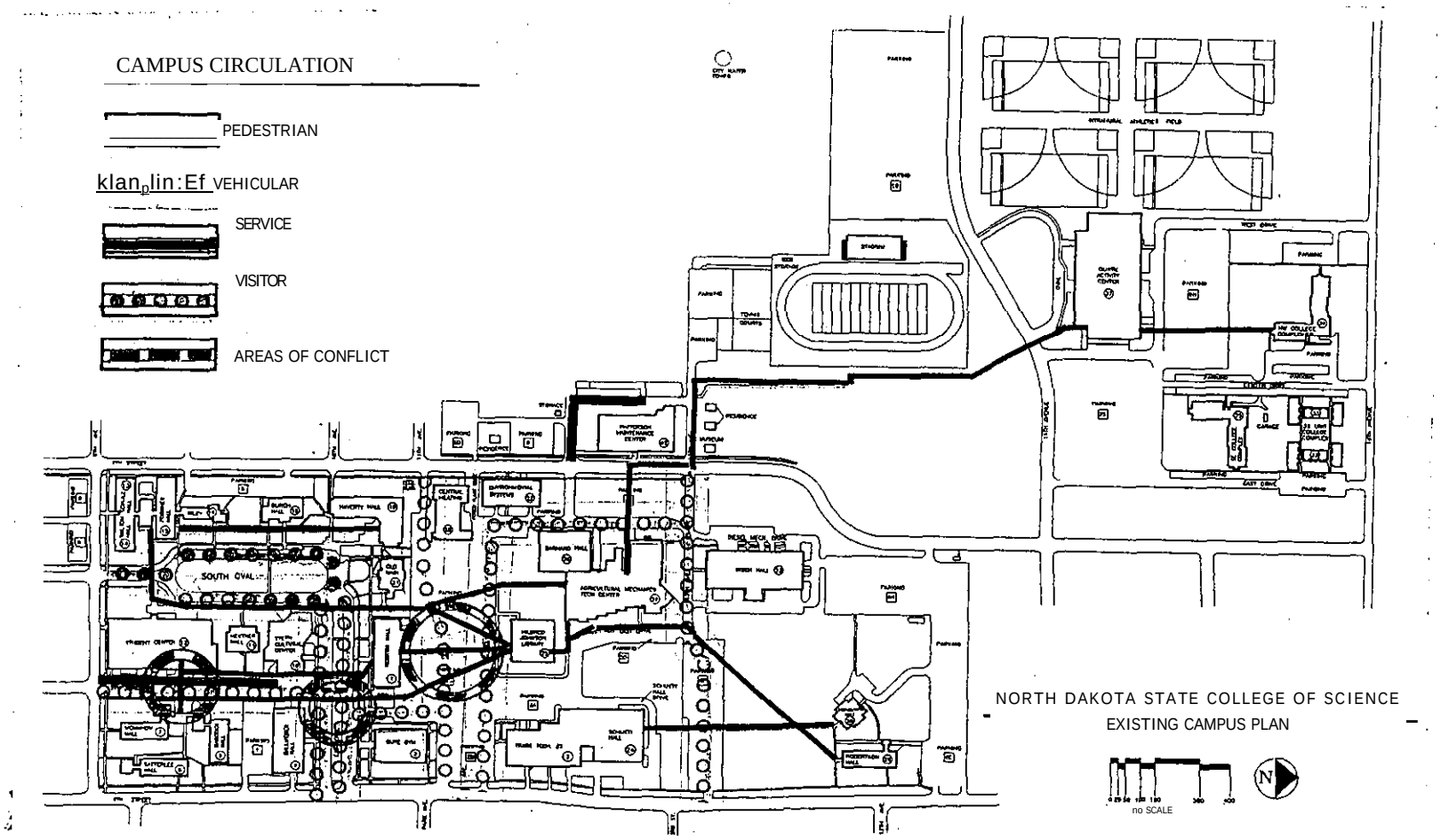


1 Public Schools
2 Circle of Nations
3 NDSCS

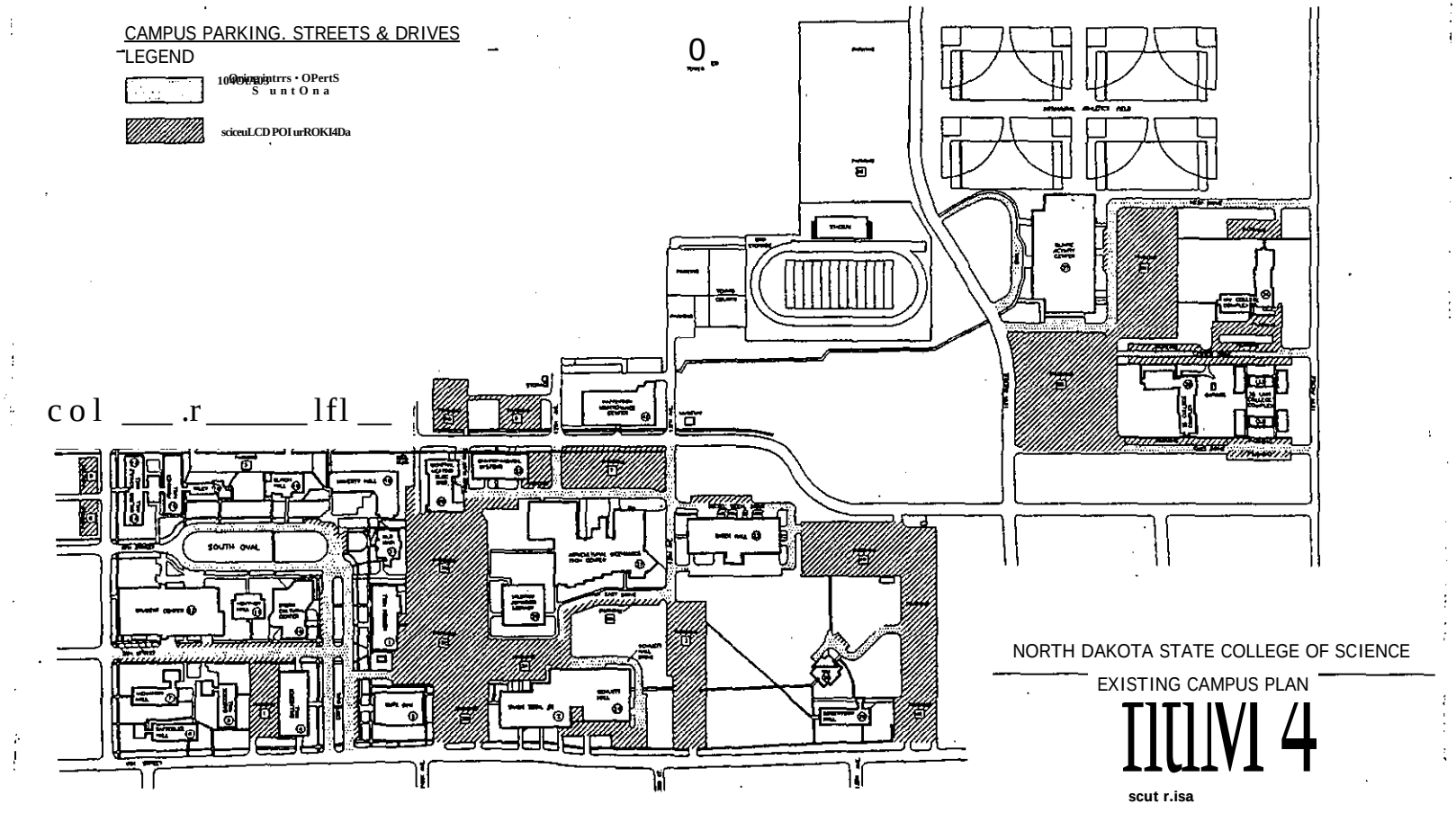
Public Facilities **MLM 1996**	EDUCATIONAL FACILITIES WAHPETON, ND	Figure PF-1 N



Public Facilities	CAMPUS LAYOUT	Figure PF-2
***MLM* 1996**	ND STATE COLLEGE OF SCIENCE	E> z



Public Facilities	CAMPUS CIRCULATION	Figure PF-3
MLM 1996 **Source: NDSCS Facilities Plan**	ND STATE COLLEGE OF SCIENCE	N Z



NORTH DAKOTA STATE COLLEGE OF SCIENCE

EXISTING CAMPUS PLAN

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Public Facilities	EXISTING CAMPUS PLAN	Figure PF-4
MLM 1996 **Source: NDSCS Facilities Plan**	ND STATE COLLEGE OF SCIENCE	N

Wahpeton Public Schools

The Wahpeton Public School District covers a large area (255 square miles) around the city. It includes the most urban part of Richland County consisting of the cities of Wahpeton, Mooreton, Great Bend, Summit-Center, and Dwight including Townships of Center, Summit, Brandenburg, Barney, Mooreton, Dwight and Ibsen. The nucleus of this school district dates back to the first school organized in 1872 and has effectively served the city and environ through the years.

There are two elementary schools, one middle school and a senior high school serving the district. One grade school is located near downtown, while the middle school and senior high school form an attractive campus on the city's west side (See Figure PF-1). For the 1995-96 school year, the school system served 1,772 students experiencing an annual average growth of 2.6% consistently. Superintendent Michael L. Connell maintains that the current facilities and present updating program will be sufficient to accommodate the needs of 2000 students in the coming years.

The state and federal financial sources support 58% of the school district budget while the local revenues make up the remaining 42%. The local revenues consist of; 58% by the City of Wahpeton; 40% by rural townships; and 2% by surrounding cities based on the respective property valuation together with state and federal funds. Nearly 80% of the district budget is used for instruction, 8.4% for physical facilities maintenance and operation, 4.4% for transportation, 3.5% for general administration, and 3% for extra-curricular activities.

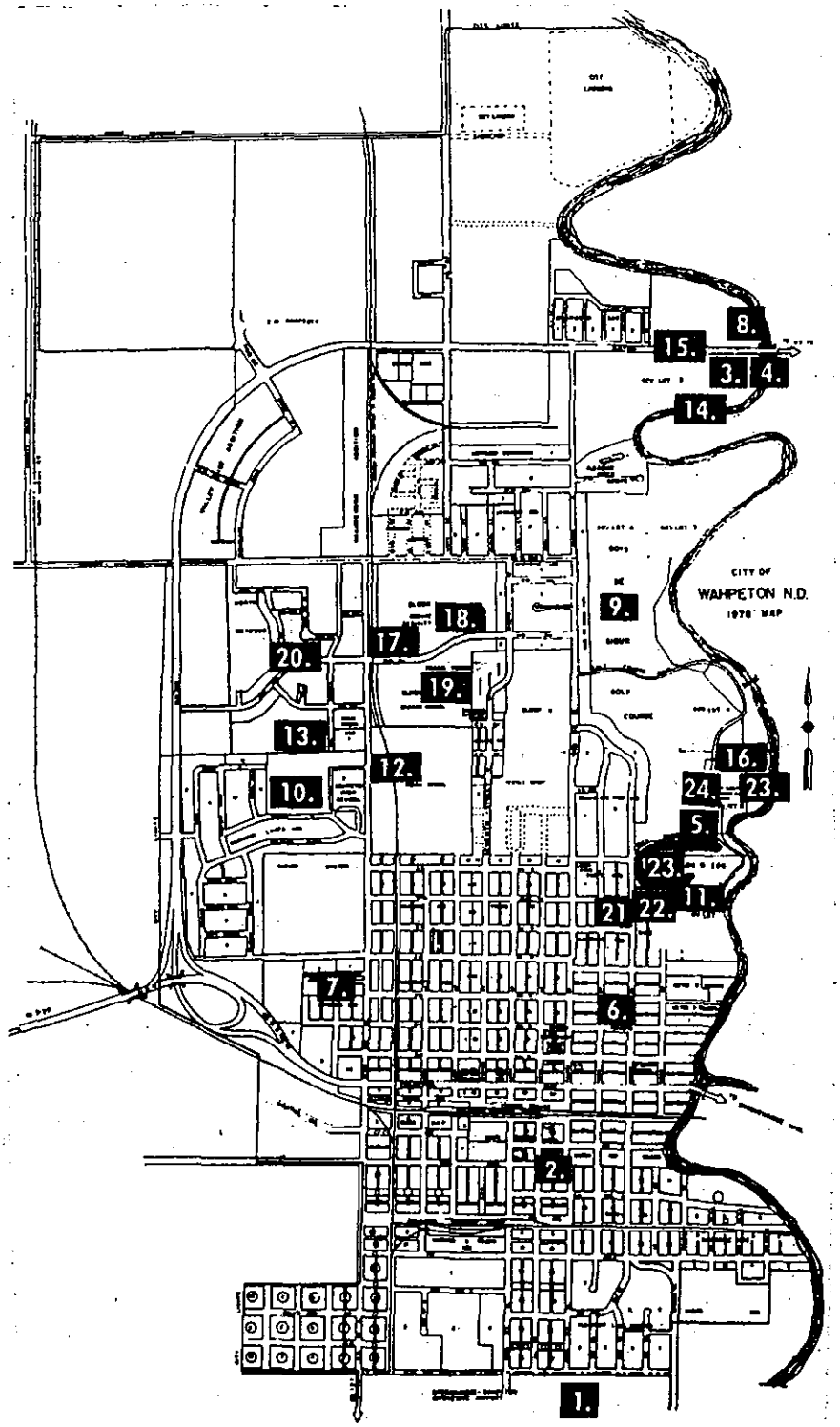
Circle of Nations School

This facility was organized at the beginning of this century as a therapeutic school for Indian children grades four through eight, and the only such facility in the country (See Figure PF-1). One academic building, one dining room, three dormitories, two administrative offices and one maintenance building occupy the 50 acre site. Most of the buildings date back to the 1940s except the academic building which was built in the 1960s. The capacity of the school is limited to 150 students, the largest concentration of whom come from 36 Indian tribes from the six adjoining states, although students come from all across the United States. Most of the staff is housed in the mobile homes on the premises for the convenience of students. The Circle of Nations School with a staff of about 100, has an annual budget of five million dollars, three million dollars of which go towards salaries and two million dollars a year go for purchases, operation, repair and maintenance, most of which is spent in the community. In recent times, the school administration has been establishing new ties with other local and state agencies in Wahpeton, particularly with the North Dakota State College of Science in the area of mental health to improve the skills of those who work with Indian children (Joyce Burr, Superintendent of Circle of Nations School).

Parks and Recreation

Wahpeton park and recreational facilities are intertwined with other public facilities such as schools and NDSCS. There are five parks operated and maintained by the Park District, a golf course, and a sports arena. The parks are largely located on the river and serve a scenic and yet functional element of the city's physical make up (See Figure PF-5).

1. Airport Park
2. Armory
3. Bicycle Motocross Track
4. Boat Access
5. Chahlnkapa Perk
6. Elementary School
7. Evergreen West Mini-Park
8. Tree Nursery
9. Golf Course
10. High School
11. Winter Recreation Area (Warming House, Sledding Hill, Skating Pond, Hockey Rink)
12. Stem Sports Arena
14. Middle School
15. Kidder Dam (Good Fishing)
16. Kidder Recreation Area
17. Nature Center
18. NDSCS Multipurpose Fields
19. NDSCS Swimming Pool
20. NDSCS Tennis Courts
21. North Meadows Mini-Park
23. Richland County Historical Museum
24. Tennis Courts (Turf Surface)
25. Zoo
26. Prairie Rose Carousal



Public Facilities	**PARK AND RECREATION**	**Figure PF-5**
MLM 1996 **Source: Educ. Catalog 1996**	**WAHPETON, ND**	**N**

Chahinkapa Park is 85 acres in area and serves as an urban park with a variety of active parts meeting the city's needs. This unique park is accessible at several points on the east side of the city and consists of many recreational facilities including extensive playground equipment, horseshoe courts, tennis courts, baseball and softball fields, football field, picnic area, sand volley ball courts, carousel, camping facilities, zoo, swimming pool and a high water slide (See Figure PF-6).

Airport Park is located on the south side of the city on airport property and occupies about 2 acres although, additional space is available for expansion. This is a small neighborhood park and includes playground equipment, a softball field, a picnic shelter and a basketball hoop.

Evergreen West Mini Park is located on the west central side of the city, and is largely a tot lot with a multi purpose playground equipment.

Kidder Recreation Area is on the north side of the city along the Red River of the North. This facility is largely undeveloped although it includes primitive camping, recreational bicycle motocross track and a boat access. Residents are encouraged to enjoy fishing and gardening in this area.

North Meadows Mini Park is near the public schools campus and is primarily a tot lot equipped with a multi-purpose play ground equipment.

Bois De Sioux Golf Course is an 18 hole golf course, half of which is located in Breckenridge and connected by a foot bridge across the river. This

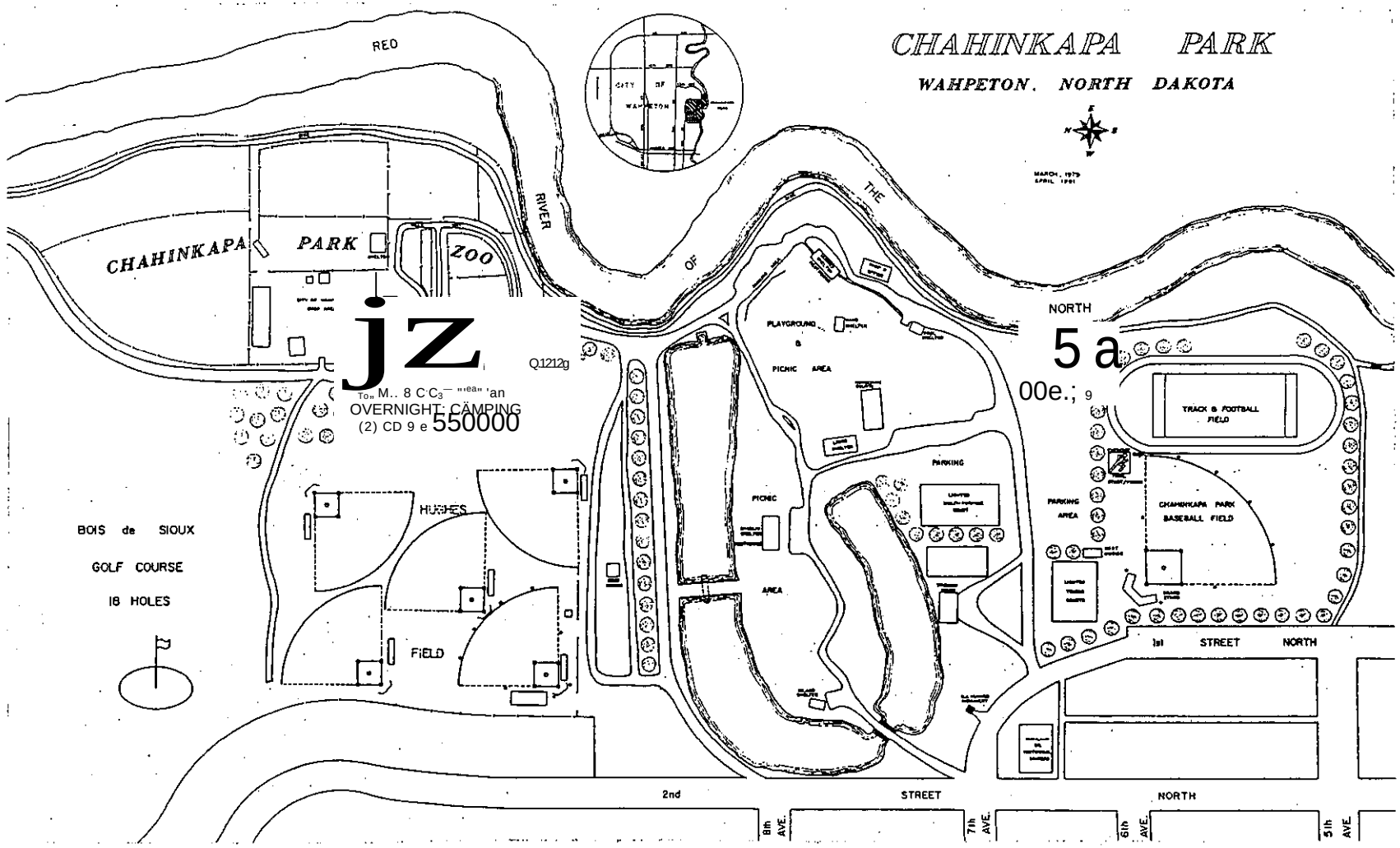
6,550 yard course offers numerous challenges even to the experienced golfers. The golf course is managed by a Wahpeton-Breckenridge Citizen Committee and is operated independent of the Park District. This facility offers a full service pro-shop and a complete instruction program.

Chahinkapa Zoo offers a natural environment for 60 species of animals and is the only zoo in the Red River Valley. The zoo draws from a very large area through organized or individual visits. This facility is near many of the active recreational facilities in Chahinkapa Park and is one of the major attractions for promoting tourism in Wahpeton.

Rodger Ehnstrom Nature Center consists of indoor exhibits and displays related to the setting of the Red River Valley natural environment and habitats for indigenous animal species.

Prairie Rose Carousel is one of the few left in the country. It is made operational through countless hours of volunteer work in renovation and adaptation of the parts gathered from different parts of the region and the country. This facility is also a major visitors attraction element and brings in many organized and individual visitors to Wahpeton.

The City of Wahpeton has an extensive year round recreation program tailored to meet the needs of all age groups and individuals. Classes and training sessions, as well as competitive sports activities, are offered to those interested. The specific program description and activities are too detailed and go beyond the purpose of this facility description.



Public Facilities	CHAHINKAPA PARK	Figure PF-6
MLM 1996 **Source: Wahpeton Park District**	WAHPETON, ND	N

PUBLIC UTILITIES

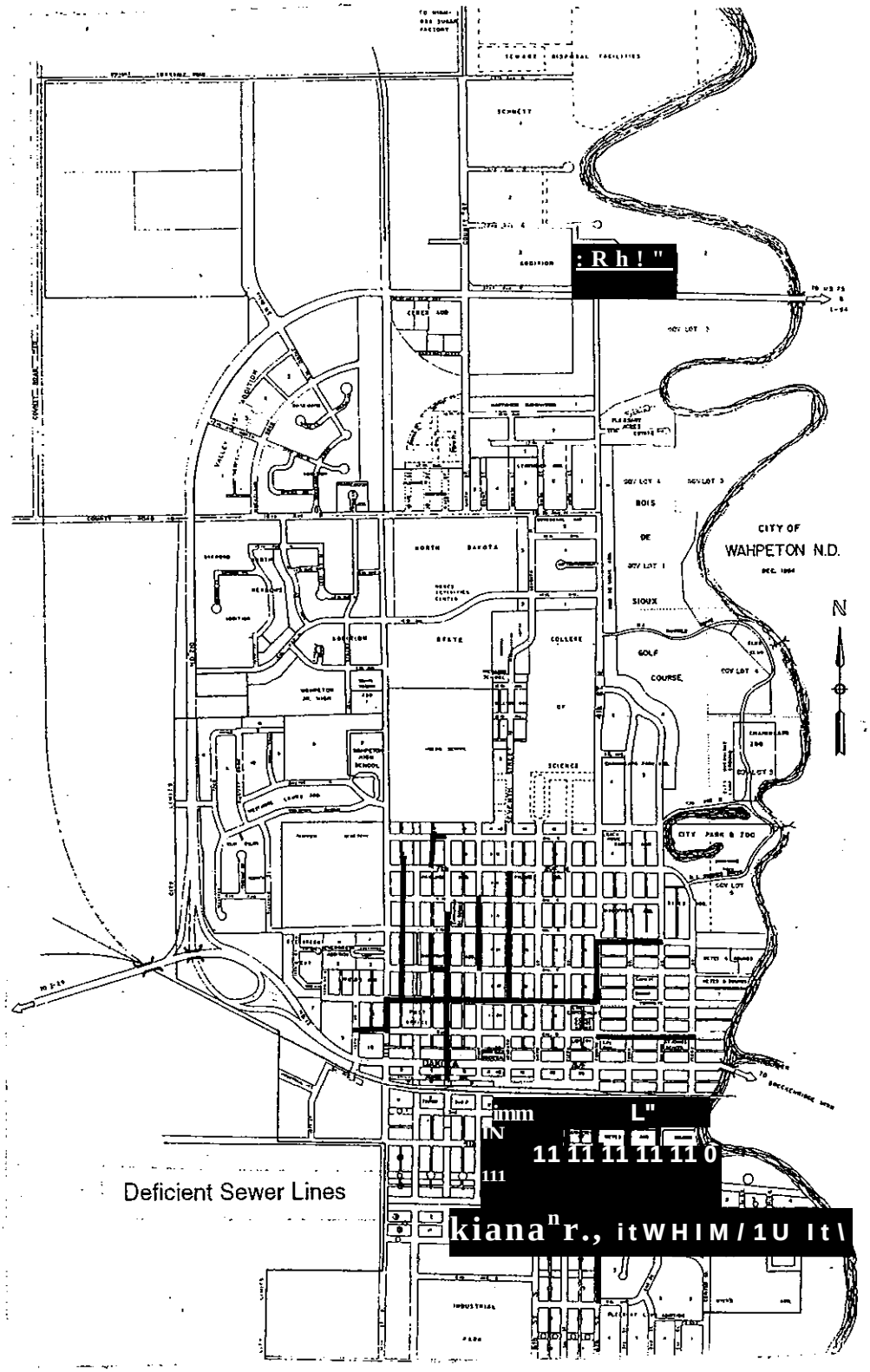
Sanitary Sewerage System

The wastewater collection system in Wahpeton consists of 29.5 miles of gravity sewer, 6.8 miles of force main, 10 lift stations and 530 manholes. As expected, the older parts of town contain the oldest lines, some of which are large arched brick sewers dating back to the time that the city had a combined storm and sanitary sewer. The present gravity system, the total condition of which needs to be determined in the future, largely consists of the vitrified clay tiles and polyvinyl chloride built since the 1970s (See Figure PF-7). High levels of clear water infilteration takes place in early spring when the water table rises. The amount of clear water infilteration is estimated at 33.7 gallons per capita per day (gpcpd) compared with the 86 gpcpd for domestic waste. The following Table PF-1 provides the details of the size and length of existing sewer lines

Table PF-1
Sanitary Sewer Characteristics
in Wahpeton, ND

	Gravity Main	Force Main
6 inch		1,600
8 inch	63,000 L.F.	3,250
10 inch	34,774	-
12 inch	34,363	4,200
14 inch		4,800
15 inch	6,150	
18 inch	7,900	
20 inch	1,100	-
21 inch		6,330
24 inch	4,050	
27 inch	1,500	
33 1/2 X 44 inch	1,200	

Wahpeton Public Works Department



Public Facilities	**SANITARY SEWER CONDITION**	**Figure PF-7**
MLM 1996 **Source: Wahpeton PWD**	**WAHPETON, ND**	**N**

The ten lift stations operate with the following capacities:

1.	Master Lift	4 pumps with 2,400 GPM
2.	Zoo	2 pumps with 1,800 GPM
3.	Downtown	2 pumps with 1,100 GPM
4.	High School	2 pumps with 1,100 GPM
5.	South West	2 pumps with 650 GPM
6.	South Side	2 pumps with 300 GPM
7.	NDSCS	2 pumps with 250 GPM
8.	Otter Tail	2 pumps with 1,050 GPM
9.	North East	2 pumps with 500 GPM
10.	Oakwood	2 pumps with 500 GPM

These pumps are kept in good operating conditions and are expected to serve the city well in the future, so long as a regular system of inspection and improvement is maintained.

The wastewater facility in Wahpeton consists of six cell stabilization ponds: a 3.55 acre aerated cell; a 21.2 acre deep storage cell; a 51 acre storage cell; an 8.5 acre cell; 47.7 acre cell; and a 29.4 acre cell. The total capacity of the system is 315.9 million gallons or 970 acre-feet. The treated effluent is released into the Red River of the North, via two discharge points north of the city.

The Facility Plan examined five alternatives for taking remedial action including: (1) additional stabilization ponds (operating now); (2) mechanical treatment plant; (3) treatment and rinse; (4) land application; and (5) constructed wetland. Each alternative is evaluated on the basis of the initial cost. In light of both

environmental and spatial constraints, the mechanical treatment plant alternative seems the most suitable. The plant could be located at the existing ponds site with minimum adjustment. The existing ponds could be utilized in conjunction with the biological-chemical processes used in the plant. The ponds provide additional capacity for the wastewater treatment and discharge in the future for the municipal and industrial wastewater.

Storm Sewer and Surface Drainage

Because of the heavy and impermeable clay soils and flat topography, drainage is of major concern in Wahpeton and vicinity. The natural drainage on the north half of the city, east of 11th Street, is to the east. The initial drainage consisting of an extensive storm sewer system east of 11th Street North is managed through a discharge into the Red River of the North. A large drainage ditch begins at the intersection of 16th Avenue North and Highway 210 carries the run off water west along 16th Avenue and then north along Richland County Highway 10 and empties into the Wild Rice River northwest of the city.

The natural drainage is shallow with a flat grade all around the city and would require special attention as the new land development takes place.

Water System

Three wells located north of the city, provide water for municipal and industrial use. The total capacity of the three wells is 3,500 gallons per minute: two wells with capacities of 1,400 gallons per minute (GPM) and one well with a capacity of 700 GPM. The present city ground water allocation is 2.13 acre feet per year. The water treatment plant, also located on the north side, receives 3 million gallons per day for treatment. The treatment process produces lime sludge from suspended solids and backwash wastewater from the filters. These wastes are discharged into a wetwell and subsequently discharged into two lime sludge lagoons with a capacity of 12,000 tons near the treatment plant. The lagoons require biennial clean up for moving the sludge to the landfill.

The water is high in iron and manganese and considered hard. According to the Facility Plan prepared by Interstate Engineering in 1989, the overall water quality for domestic use is rated as excellent. After treatment, the water is delivered to the city's distribution system via a 14 inch transmission line. The water is conveyed to two above ground storage towers one with a capacity of 175,000 gallons located in the downtown area near the river and the other storage tank with a capacity of one million gallons is located on 11th Street North on the southwest corner of NDSCS campus.

The water distribution system consists of polyvinyl chloride, asbestos cement and cast iron pipes from 4 inches to 12 inches in diameter.

The water distribution is generally in good condition with a very low water main break record. The storage capacity needs to be expanded on the west side by about 500,000 gallons to meet the needs of a growing area.

The present water use in Wahpeton varies from a low of 900,000 gallons per day to a peak of about 2 million gallons per day. The present wells can provide sufficient quantity of water to meet the city's need within the next 5-10 years depending on the population growth rate (See Table PF-2).

Table PF-2
Water Consumption
in Wahpeton, North Dakota

	1984	1968	1989	1990
Annual Water Use	331.8 MG	366.1 MG	364.2 MG	356.6 MG
Maximum Daily Use	1.6 MG	2.0 MG	2.0 MG	1.8 MG
Average Daily Use	0.90 MG	1.0 MG	1.0 MG	1.0 MG
Per Capita water Use	93 G/D	97 G/D	97 MG	97 G/D

Source: Interstate Engineering, Facility Plan for Wastewater Improvements, Wahpeton, ND, Oct. 1989

ISSUES

This section focuses on the public facilities and utilities over which the city government has jurisdiction with the exception of the park and recreation facilities operated and managed by the Park District. The reason for this deviation is that location of park and recreation facilities in the future needs to be planned in connection with those areas identified for residential development. Other locational choices for more passive types of recreation in areas such as downtown and future concentration of offices or retail become important.

Parks and Recreation

Presently, the Park District has not adopted a policy for requiring land dedication, although the idea has been discussed. The purpose of initiating a land dedication requirement is to provide outdoor recreational opportunities in newly developed areas. The overall utilization of school facilities has been effective, but in high density residential areas there is a vacuum in public open spaces. In several locations on the west side and north side where a large number of apartment exist, the outdoor recreational facilities are either non-existent or minimal. Also, in the last three major single family residential areas there is a similar problem related to neighborhood park and recreational facilities. If Chahinkapa Park and Golf Course is looked at as a community-regional recreational facility, then there is a need for taking steps for developing a number of neighborhood facilities to complement the needs. This observation does not suggest to duplicate the facilities and services located at Chahinkapa Park, but rather recommends a network of open spaces and recreational facilities to complement it. A policy for dedication of land in new development

would enable the Park District to build facilities close to the users regardless of the age of the users. If the location of the land is deemed impractical for park development or if the amount of land to be dedicated is too small, the Park Board could require money in lieu of dedication in order to develop the ability to build the facility at an appropriate location.

Sanitary Sewerage

Based on the recent engineering studies conducted by the city and its consultants, the city needs to focus on several parts of its sewerage system to meet the growing needs of Wahpeton.

First, the west side interceptor sewer is the key to development of the available areas on the west and southwest sides. This interceptor is essential to the future ability of the city for attracting new development. Second, the wastewater treatment facilities need to be updated and expanded in the future. While the cost of undertaking construction of a new chemical/biological plant is not within the present financial means of the city, never the less the city should begin a process for design and construction of such a facility within the next 5-7 years depending on the desired rate of growth. In the meantime, the city needs to examine sources and alternative funding for this project. Also, during this period, the city should actively seek sources of financing and hopefully build a reserve fund for infrastructure improvement. Third, the condition of the sanitary sewer system must be determined for gradual replacement. This is particularly important, in the case of reconstruction of streets, to replace defective sewer and water lines where necessary at the same time.

Drainage and Storm Sewer

Due to the flat topography and impermeable clay soils proper drainage is critical to the future growth of the city. The city needs to update its drainage plan to serve as an effective tool in guiding land development.

Water System

The ground water supply for Wahpeton, according to a 1992 study by the N.D. State Water Commission, is sufficient to meet the city's need for a long period of time. The present wells operated on the northside would meet the regular municipal needs of the city for the next 20 years. If heavy water users join the city, it would be necessary to examine the options for increasing the raw water output. To accommodate the future growth, the city needs to program a new storage facility with a capacity of at least 500,000 gallons on the west side. In the near future, improvements to the water treatment plant's control system should be made.

Capital Improvement Program

To keep abreast of the city's public facilities and utilities needs, a multi-year budgeting process should be established and supported by a capital improvement program. The principal reason for developing a five year budget and capital improvement program is intermediate municipal financial planning for Wahpeton. These tools enable the city to plan ahead for improvement based on its existing and anticipated financial resources.

TRANSPORTATION

STREETS AND HIGHWAYS
General Description
General Condition
Traffic Characteristics

RAIL SYSTEM

AIRPORT

ISSUES

FUTURE TRANSPORTATION
Streets and Highway Standards
Spatial and Locational Requirements

TRANSPORTATION

Transportation is one of the major elements in comprehensive community planning. Good access to the community and its service area for the safe, efficient movement of goods and services is essential. The basic mode of transportation in Wahpeton historically has been rail and highways.

STREETS AND HIGHWAYS

General Description

Wahpeton is served by N.D. State Highway 13 to the west connecting the city to 1-29, a north-south freeway. North Dakota State Highway 210 by-pass connects with N.D. State Highway 13 on the west side and extends north about 1 mile and continues eastward across the Red River of the North to connect with the Minnesota State Highway 210 and U.S. Highway 75, north of Breckenridge. Richland County Highway 127 connects the service area south of the city to downtown Wahpeton and N.D. Highways 13 and 210 by-pass. The city street network primarily consists of a grid system, as an expansion of the original townsite plat. Extension of Highway 13, Dakota Avenue, is the only linkage between central part of Wahpeton with the City of Breckenridge. From early on, 4th Street became a major north south connector, as did 11th Street later when the city's west side was developed. Most of the city consists of rectangular blocks. But west of 11th Street North, the street development has followed a curvilinear pattern with few access points to the collector streets with north-south and east-west orientation.

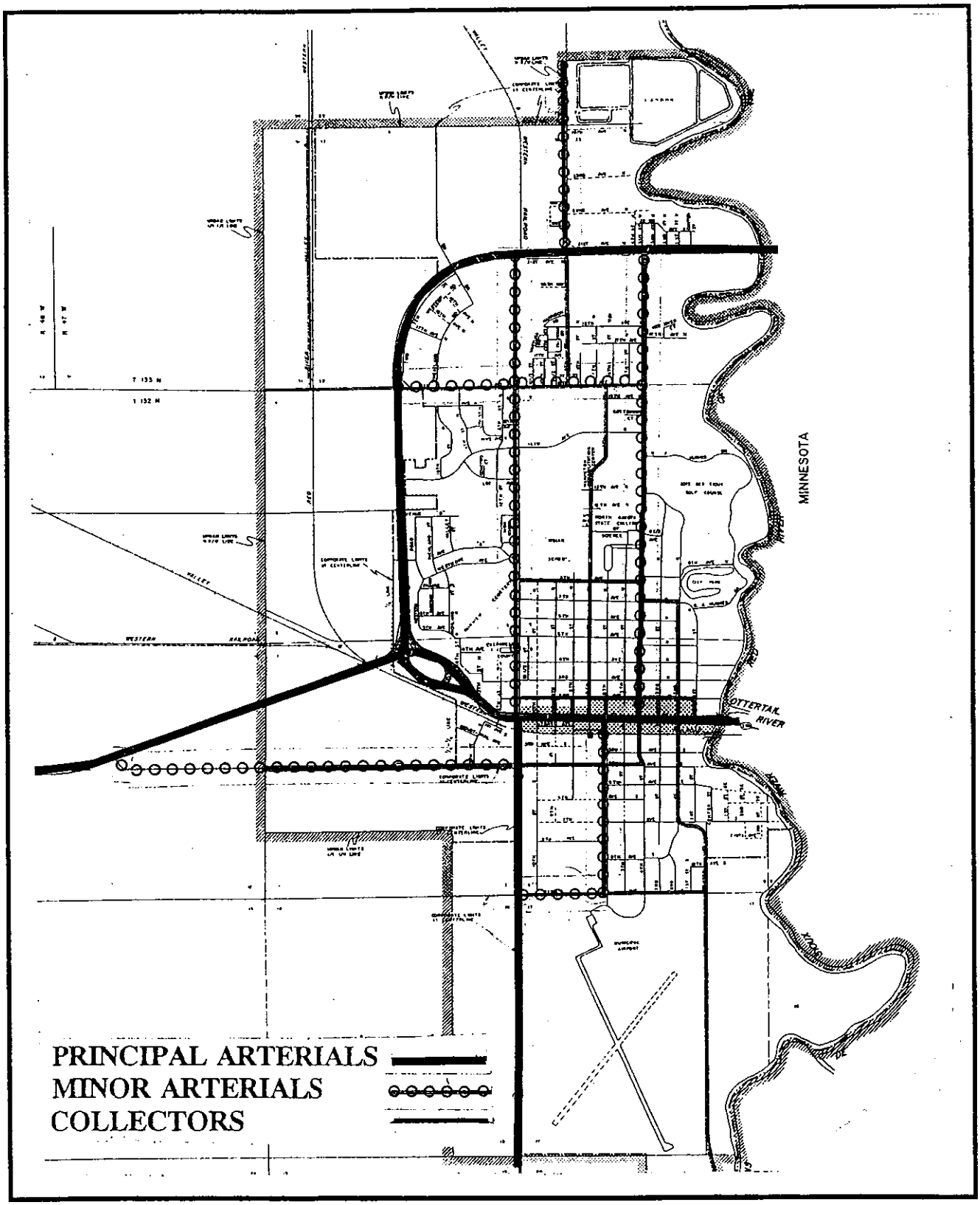
The North Dakota State College of Science, having been in existence since 1903, has influenced the form and orientation of streets on the east, north and

west sides. Presently, 4th Street North and 11th Street North are the two through north-south collector streets that connect the north and south sides of the city. Seventh Street, most of which lies on the NDSCS campus, serves as a connector between 16th Avenue North and Dakota Avenue.

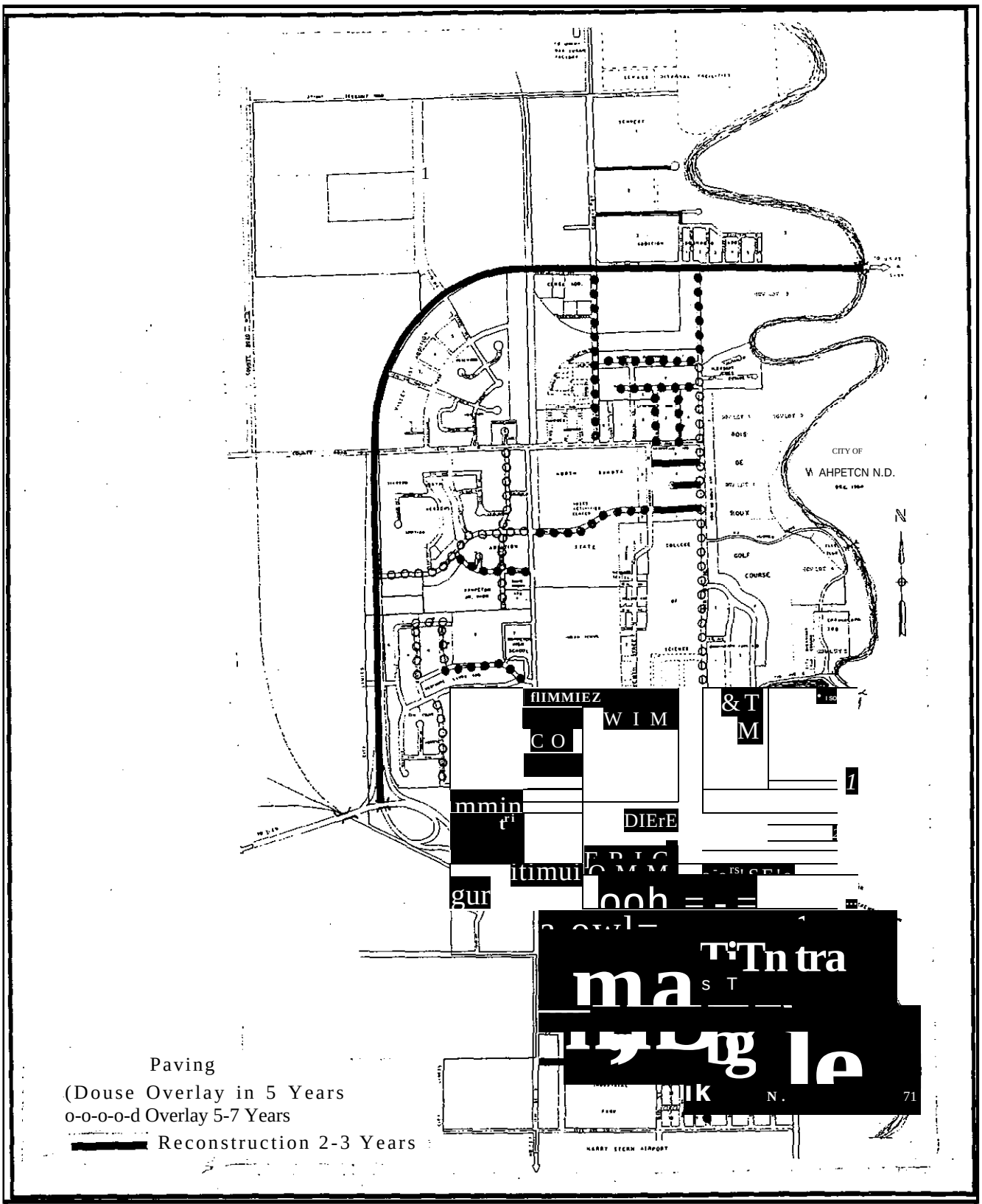
There are a total of 37.3 miles of city streets and 7.45 miles of alleys in Wahpeton. The city streets, according to the 1991 North Dakota Highway Classification, includes 6.55 miles of principal arterials, 9.39 miles of minor arterials, 9.74 miles of collector streets and 14 miles of local streets (See Figure T-1)

General Conditions

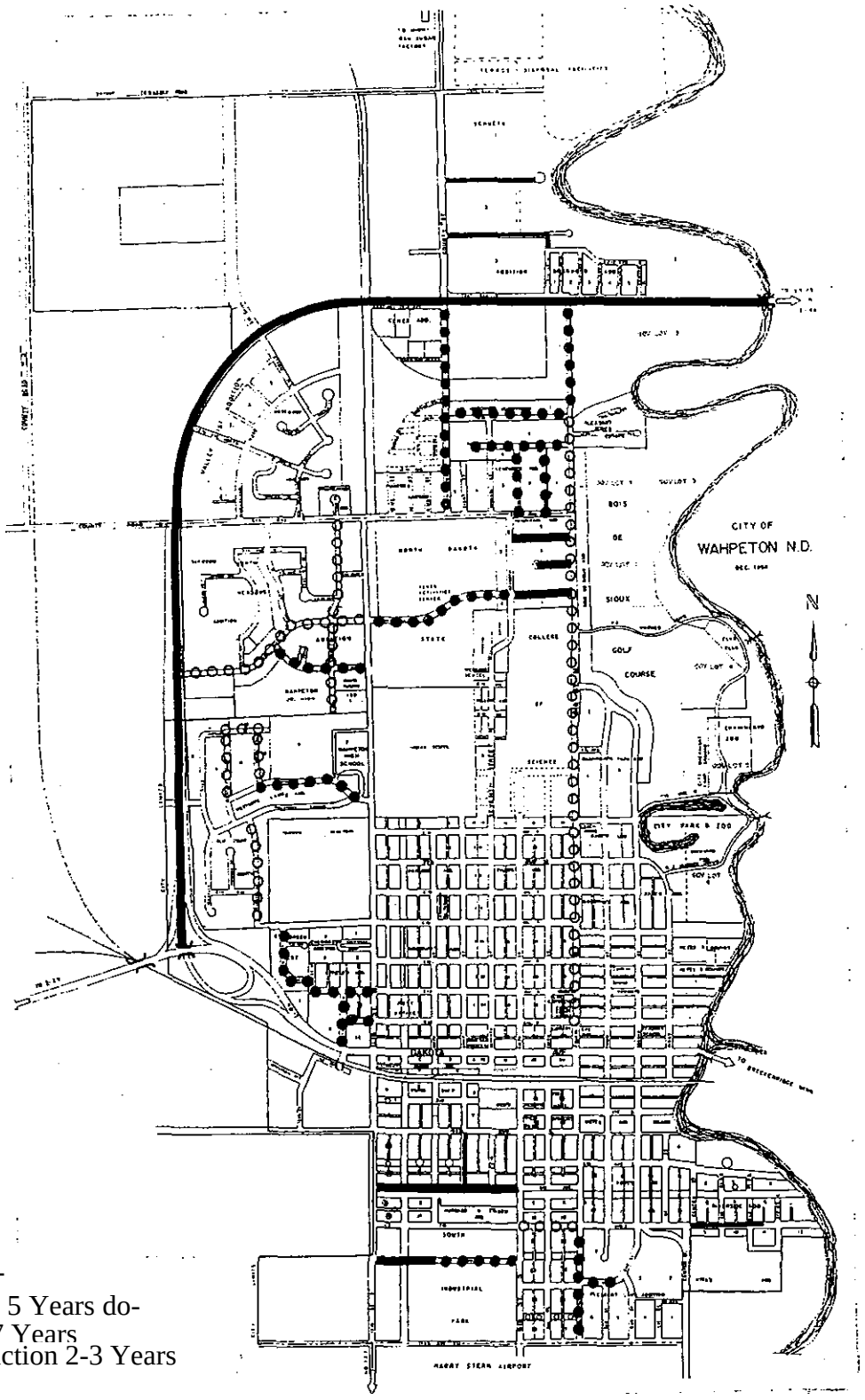
The general street condition in Wahpeton could be characterized as fair to good. The city, within the budget limitation, has maintained the streets through regular crack-seal program, paving, overlaying, construction and reconstruction. Figure T-2 shows those streets needing improvement within the next five years and those streets needing improvement within 5-10 years. The city as a part of its capital improvement program intends to continue its annual improvement to maintain a good street system. Improvement schedules will be designed annually and updated every year during the budget preparation process.



Transportation	STREET FUNCTIONAL CLASSIFICATION	Figure T-1
M L M 1 9 9 6 Source: ND DOT	WAHPETON, ND	N



Transportation MLM 1996 Source: ND DOT	STREET CONDITION WAHPETON, ND	Figure T-2 N



Paving -
Goose Overlay in 5 Years do-
o-o-d Overlay 5-7 Years
Reconstruction 2-3 Years

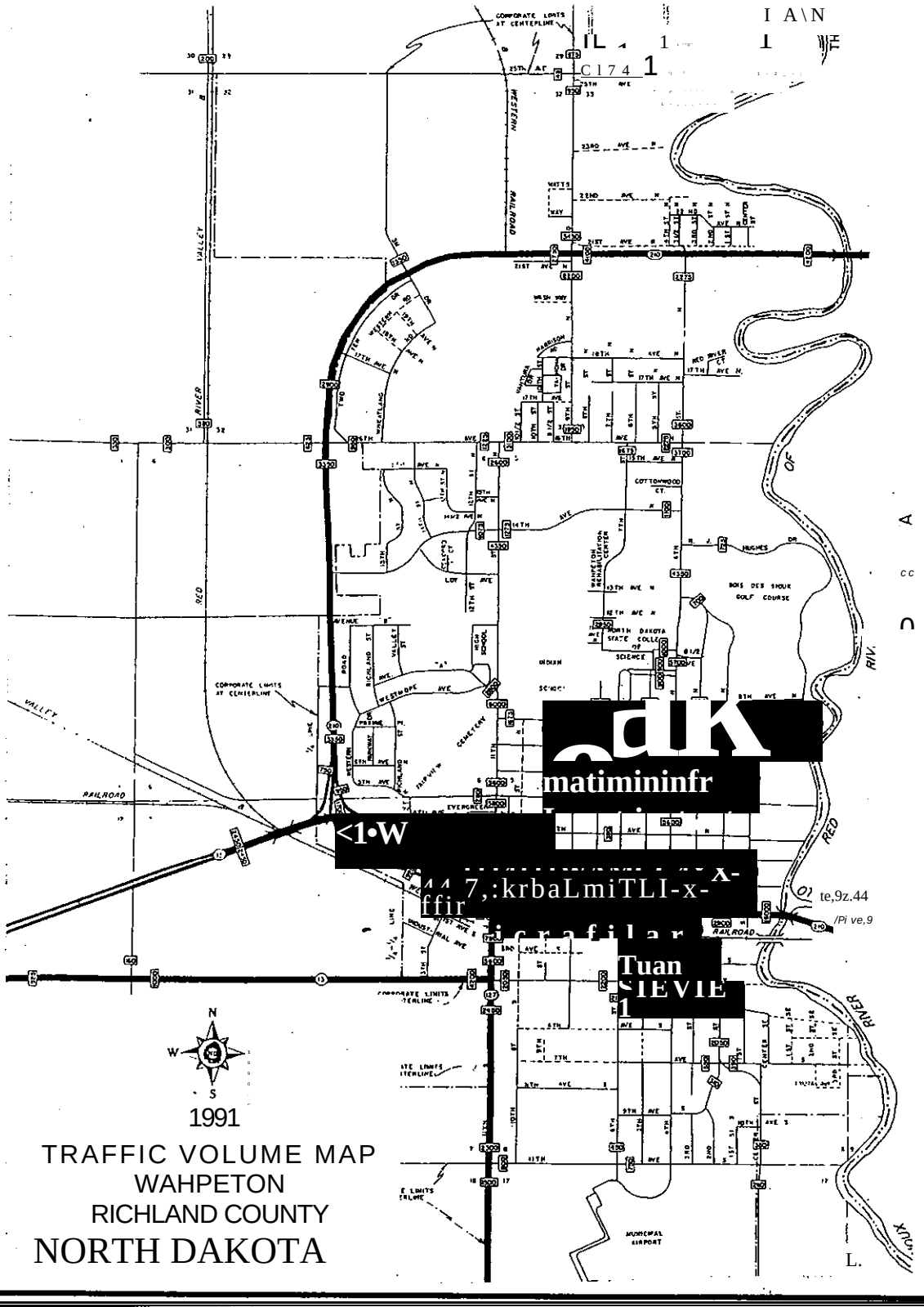
Transportation	STREET CONDITION	Figure T-2
MLM 1996 Source: ND DOT	WAHPETON, ND	N

Traffic Characteristics

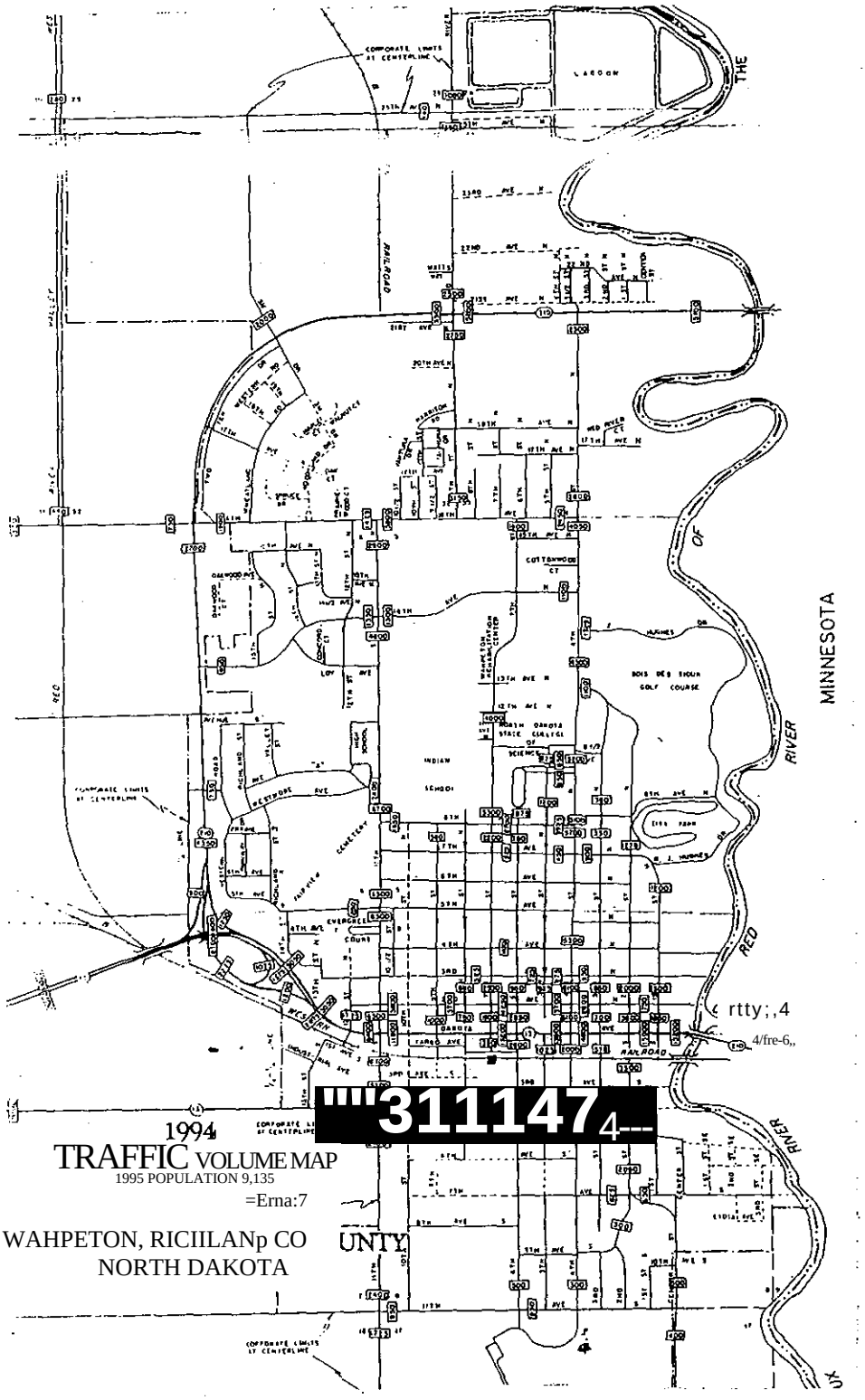
Between 1991 and 1994 the average daily traffic volume on principal arterials has dramatically increased (See Figures T-3 and T-4). The increased industrial activities on the north side and the delay-congestion on 4th and 11th Streets North are two major factors for the increasing traffic volume. In 1991, the traffic volume on the Highway 210 by-pass directly above N.D. Highway 13 interchange was 3,350. In 1994 it was 4,350, a 30% increase in 3 years. The ADT on the northbound ramp on the interchange grew from 950 to 1,250, a 32% increase. Likewise, the eastbound traffic on Highway 210 by-pass near the River grew from 4,200 to 5,100 during 1991-94 period, showing a 21% increase. Traffic also shows significant increase on local streets, particularly connector and collector streets such as 4th and 11th Streets North, 2nd. and 6th Streets South and County Highway 127. Compared with 1981 ADT, we find even more glaring changes in traffic volume (See Figure T-5).

Increasing industrial development activities north of the city has brought extensive truck and automobile traffic into ND Highway 210 by-pass and 16th Avenue North, west of the by-pass. Richland County has recently improved Highway 10 south of the Minn-Dak Farmers Cooperative and Highway 8, one mile west of the RRV & W Railroad tracks. With the new work force at the ProGold Plant and expansion program at Minn-Dak, the traffic in this area is heavy particularly at the time of shift changes.

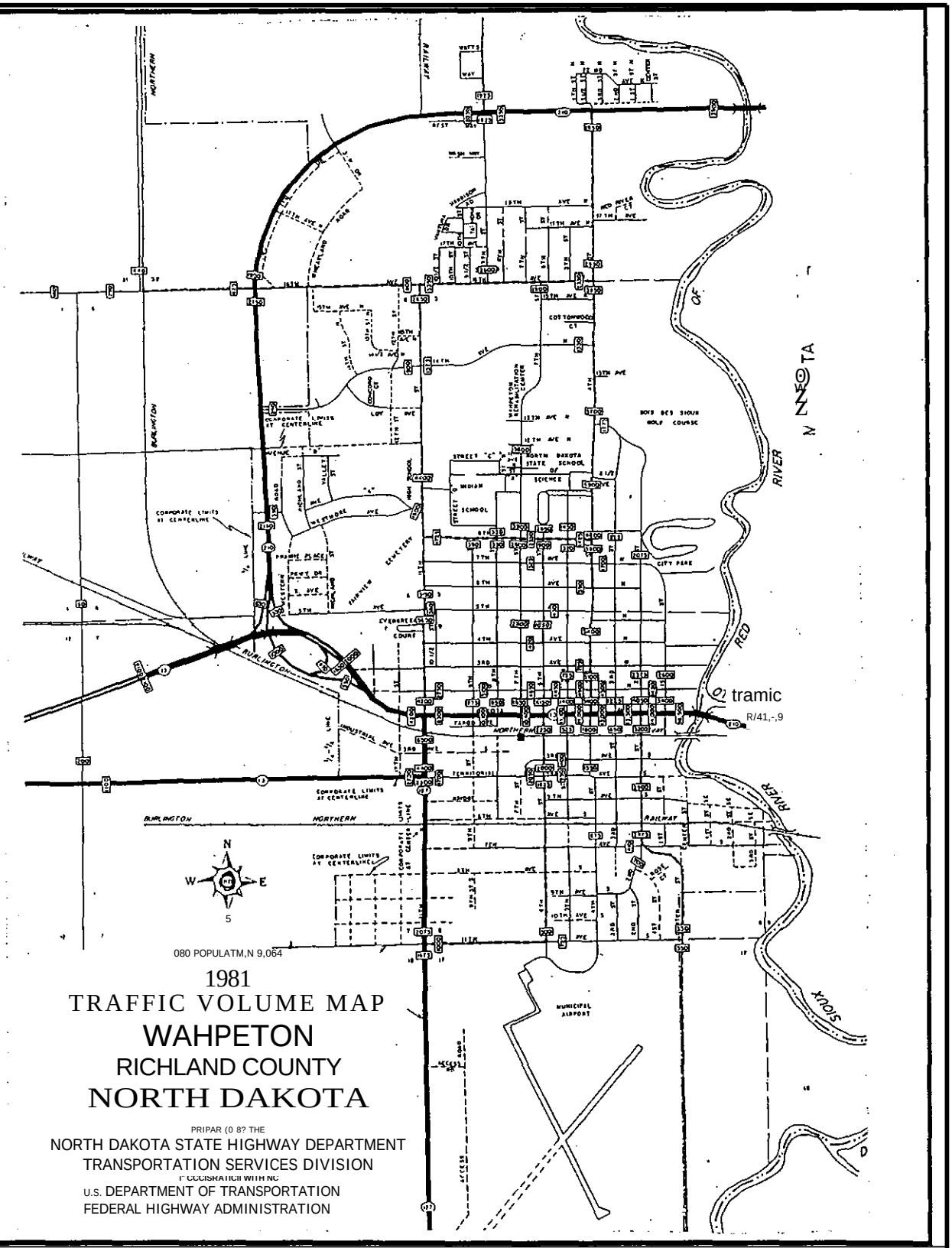
Expanded urban activities and industrialization of Wahpeton have been the main contributors to overloading a number of intersections in the city. As the traffic volume increases in the future, we should anticipate more congestion



Transportation	1991 AVERAGE DAILY TRAFFIC	Figure T-3
M L M 1 9 9 6 Source: ND DOT	WAHPETON, ND	N E s



Transportation M L M 1 9 9 6 Source: ND DOT	1994 AVERAGE DAILY TRAFFIC WAHPETON, ND	Figure T-4

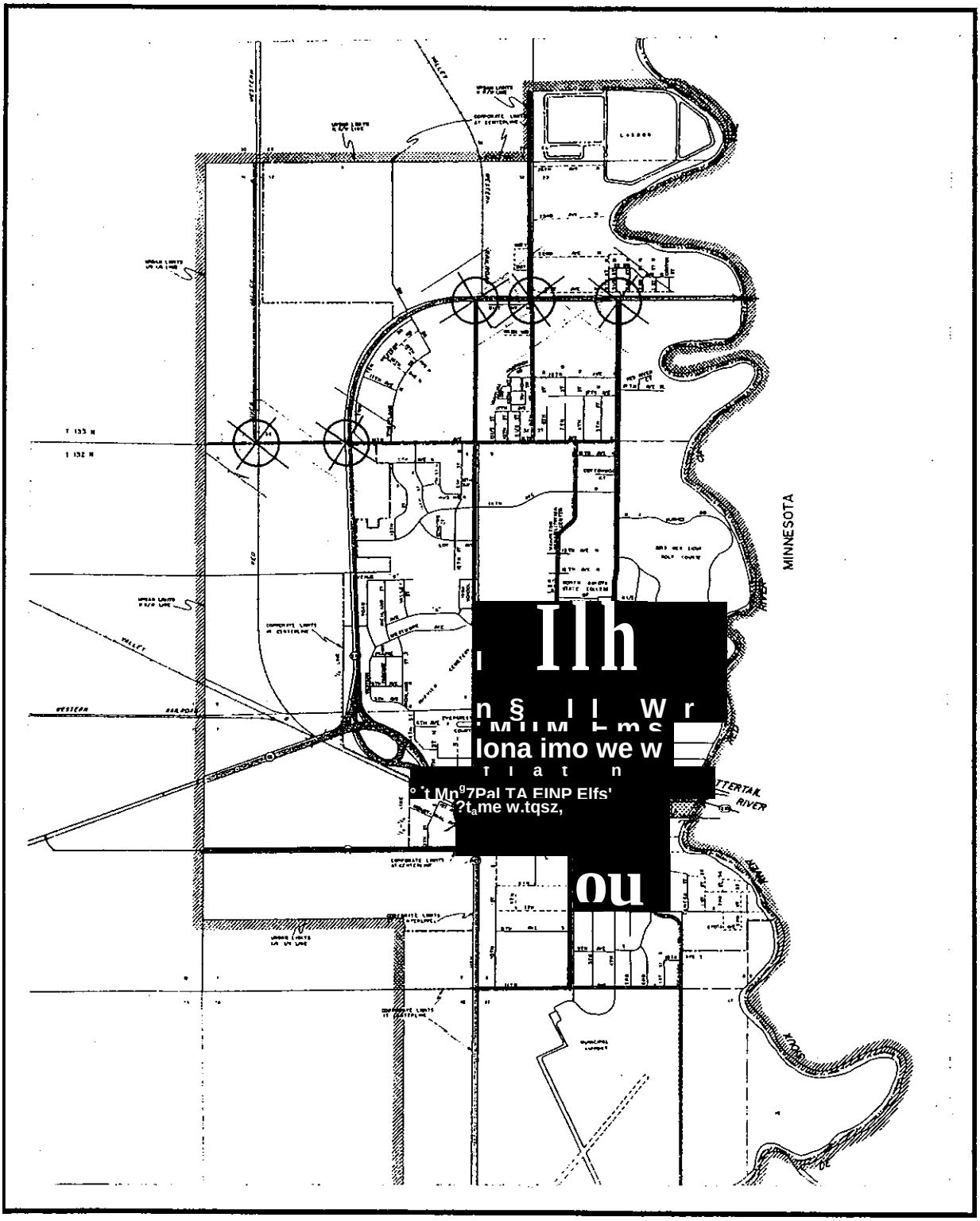


Transportation	1981 AVERAGE DAILY TRAFFIC	Figure T-5
M L M 1 9 9 6 Source: ND DOT	WAHPETON, ND	N

and conflict at these intersections (See Figure T-6). Most of the large and problematic intersections are on the north side along Highway 210 by-pass. Less problematic intersections are found in the downtown area and near NDSCS. At grade crossings with RRV & W tracks in downtown is also a problem. Three major at grade crossings are 6th Street South, 11th Street South and 16th Avenue North. As the train volume increases, the conflicts will be more noticeable. Continuation of these conflicts would have a negative effect on the south side and potentially downtown which would become less and less accessible. In addition, other facilities in central and north Wahpeton such as public schools and NDSCS would be harder to reach. Grade separation at rail crossings would facilitate the vehicular and pedestrian movement. Redesign of the pavement for Highway 210 by-pass including additional lanes for turning movements and traffic signals will be needed in addition to the lowering speed limits. As has been mentioned, this corridor has become a local street in recent years and because of the retail and service commercial development of the adjoining land, it requires special attention for traffic management.

RAIL SYSTEM

The City of Wahpeton is served by a complex rail system owned and operated by the Red River Valley and Western extending in four directions. The east-west line extends west to Oakes, North Dakota and connects with Soo Line in Wyndmere and D.M.V. & W. in Oakes. To the northwest, this line extends to Casselton and joins Burlington Northern and Santa Fe. The line extending to the north crosses the river about 5 miles north of the city and enters Minnesota and continues on to Moorhead. On the east side, the main lines enters



Transportation	PROBLEM INTERSECTIONS	Figure T-6
MLM 1996	WAHPETON, ND	A

Breckenridge and continues on east on with the BNSF line. On the south side of Breckenridge, two BNSF operated rail lines, running in southerly and south easterly directions, provide for connections with the RRV & W system.

The north-south tracks to the industrial region north of the city carry 10 trains a day now and is projected to 18 trains per day by 2016. The total number of trains in all three active lines are projected to increase from 15-34 with also larger number of cars as shown in Table T-1.

T a b l e T - 1

Projected Rail Traffic Volume

in Wahpeton, ND

	1996	2001	2006	2016
ProGold into Wahpeton and Breckenridge				
number of trains per day	10	13	16	18
number of cars per train	80	85	90	95
Wahpeton to Casselton Line				
number of trains per day	2	7	8	10
number of cars per train	40	55	60	65
Wahpeton to Oakes Line				
number of trains per day	3	4	5	6
number of cars per train	50	55	60	65

Source: Red River Valley and Western

As the highway and rail traffic increases in the future, there will be factors limiting access to the downtown and the services in the central and northern parts of the city. There are presently 6 crossings at grade in the downtown area and on 16th Avenue North. Of the 6 grade crossings in downtown two are important to the future access to the community services. The crossing at 11th Street South isolates a major service area including a large food store, a department store and a medical clinic. Increasing rail traffic would make access to this area even more difficult in the future. Likewise, 6th Street South that

separates the residential and non-residential areas also face similar conflicts like 11th Street South. The crossing problems at 16th Avenue is mostly of a very recent origin, but it will be a major one in the coming years as it has been designated an access road connecting ProGold to Highway 210 by-pass. The importance of the rail system, despite existing and potential conflicts with the vehicular traffic, can not be over emphasized. The rail system in this area is essential to the successful operation of the large industries and must be viewed as a major element of the transportation system in this region and beyond.

AIRPORT

Wahpeton has had a general aviation airport since 1945. It is located on the south side of the city and occupies a site of about 500 acres. This facility is served by a full range of services with a lighted and paved runway of about 4,400 feet and a grass cross-wind runway (See Figure T-7). The air traffic volume has varied over the past five years but is expected to grow in the future as the business and industrial sector expands (See Table T-2).

Table T-2

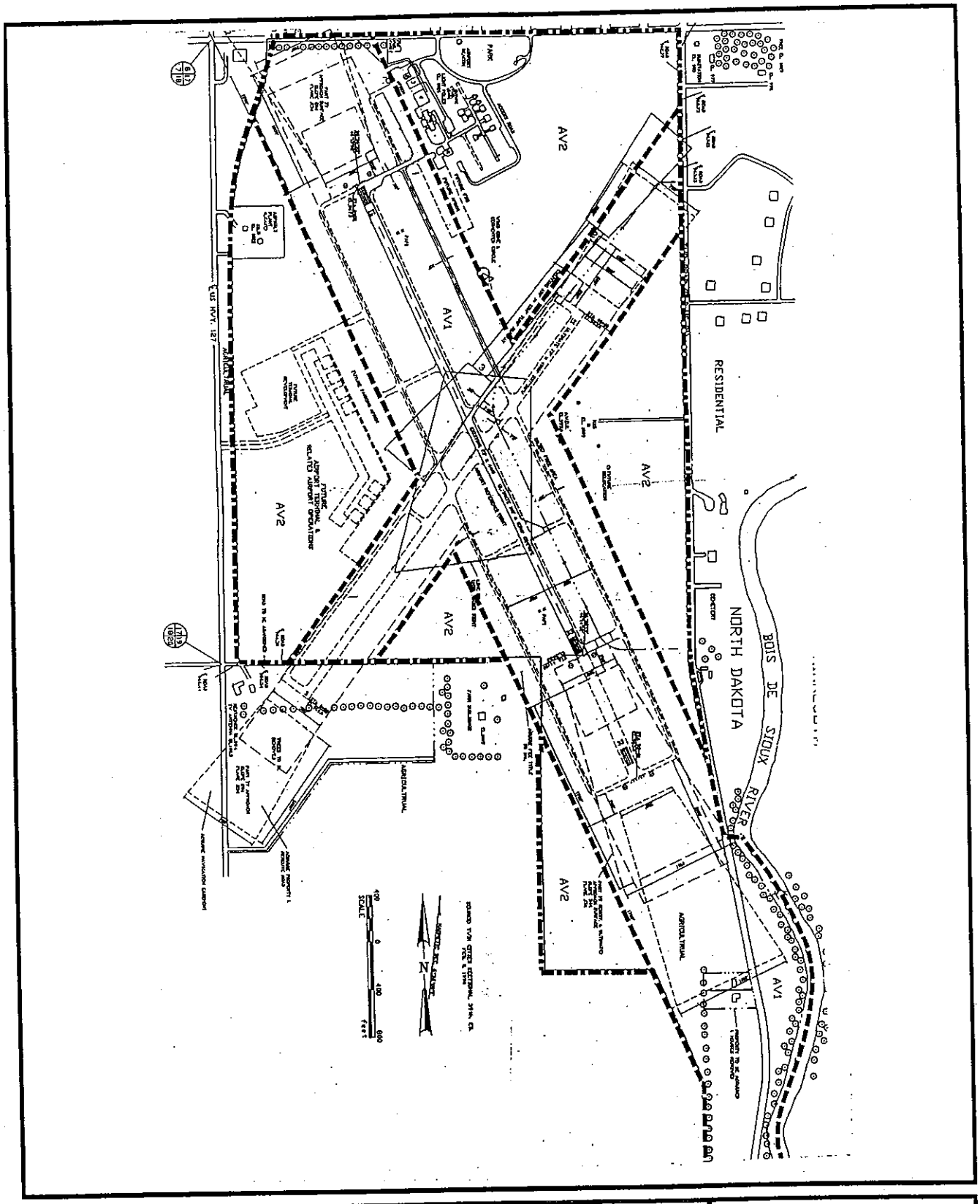
Air Traffic Volume in

Wahpeton Interstate Airport

	No.
1991	10,400
1992	8,225
1993	10,746
1994	7,860
1995	9,128
1996	4,780*

Source: Wahpeton Interstate Airport Manager

*1996 represents January through June



Transportation	AIRPORT FACILITY	Figure T-7
M L M 1 9 9 6 Source: ND DOT	WAHPETON, ND	N

The Airport Manager has identified the long term needs of the facility including the acquisition of the railroad right-of-way east of the airport, full length parallel taxiway, hard surface crosswind runway and lighting for the crosswind runway. Short term needs are largely maintenance and upkeep items to assure proper functioning of the facilities.

ISSUES

Several sets of complex transportation issues need to be focused on in this section. One set of issues are related to the ease and convenience of movement within the city. As it was pointed out before, the city has major limitations for providing for north-south movement from Highway 210 by-pass to the downtown area and then to the south side neighborhood. Highway 210 by-pass, which was built in the late 60s for channeling the industrial and through traffic, has become largely a city street. Because of the commercial and service development and residential development in the area, we see a mix of fast and heavier truck traffic intermingled with low speed local traffic generated by the residential or commercial services. For this street to function properly as the second connecting link across the river, there is a need for planning and programming for a substitute arterial west of the RRV & W Railroad. As the traffic volume increases on Highway 210 by-pass we find increasing pressure on other north-south collectors such as 4th Street North, 9th Street North and 11th Street North. In addition, we find access to the southside neighborhood presently limited to Second-Sixth Streets and 11th Street South bisected by the east-west RRV & W tracks. In this area, there is a sizable mixture of residential, commercial and light industrial land uses with a history dating back to the early part of this century. The problems of access and the indiscriminate land use

practices have had a gradual impact on these neighborhoods. Remedial steps are complex, capital intensive and difficult. The city needs to develop specific programs for corrective action for many years in the future. Leaving the situation alone, either because of the complexities or need for resources to make corrections, is not an appropriate alternative and would lead to further deterioration of the area. As far as an effective neighborhood redevelopment goes, this area is in need of immediate attention.

A second set of issues relates to the downtown area. The downtown traffic and parking as an element of the overall city plan needs detailed work to enable the businesses to serve those who seek services in the retail commercial corridor. Compatibility of uses for different traffic generators along Dakota Avenue and a part of Second Avenue North needs attention. To the immediate north of the downtown, we have seen conversion of land use over time, from single family to multi-family units, from single family units to offices, and from single family units to retail commercial uses. The two sets of one way streets in the near north side area, have undoubtedly facilitated the north-south traffic movement, but at the same time they have complicated the east-west traffic movement which in the opinion of some residents has made it difficult to make eastward or westward trips without conflict. It has been pointed out that the east-west movement for pedestrian is difficult especially during the winter months. The traffic movement in this area is complex and requires time and resources to take remedial action. Any action, however, must be mindful of the existence of downtown as the retail and service center for the city.

A third set of issues relate to the railroad tracks location, number and size of trains in relationship to the existing street pattern. The existence of rail transportation is essential to the manufacturing sector in Wahpeton, yet while it provides a major function, it also poses certain obstacles some of which are not compatible with street and highway traffic. With the increasing number of trains daily, there is a need for a continuing dialog with the RRV & W officials to examine workable alternatives for grade crossing in the downtown area as well as the area west of Highway 210 by-pass. Ideas for separation of grade and street closing have been suggested by the railroad officials, need to be a part of the cooperative work program between the City and RRV & W and perhaps the Townships and County. A grade separation at 6th Street South, 11th Street South and 16th Avenue North are necessary to facilitate the traffic movement. Furthermore, separation of grades at railroad crossings assist in taking corrective action for adjusting incompatible land uses. Making the southside neighborhood a residential area should be a priority. This stage would require extensive effort by the city to prevent non-residential uses east of 6th Street South.

The fourth set of issues relate to growth of the city to the west. While it is fundamentally a land use issue, because of the existence of the railroad, changing functions of Highway 210 by-pass and two north-south high voltage power lines, it poses numerous street transportation challenges for accommodating the future growth. Here, the interface of land use and transportation causes concern. A recent communication from the president of RRV & W identifies problems with east-west streets north of N.D. Highway 13 and south of 16th Avenue North. The communiqué reminds the city officials of

the growing number of daily trains and potential incompatibility with residential uses east of the railroad track. A petition for closure of 14th Avenue North is filed which, if granted, will limit the access to the lands west of the railroad tracks to 16th Avenue North. At the same time, this area has the potential to be a residential neighborhood in the future for which considerable planning and foresight is needed within the next 5 years when most of existing available lots in the city are built.

The fifth set of issues relate to the airport and the adjacent areas. The airport facility needs to be updated periodically as the population, business demand and possible passenger air transportation increases. Two factors would play important roles in this concern. One is the general population growth accentuated by extensive manufacturing expansion. If the population reaches 15,000-20,000 within the next 25-30 years, we see a strong growth in general and possible commercial aviation. Two, the technology of air transportation is making rapid advances and it is possible that within the next 25-30 years new inventions and innovations make the air transportation a major competitor for ground transportation. Regardless of the level of city-region growth or technological changes, we need to be prepared for maintaining a full service and up to date airport system. This means that potential conflict with adjoining uses must be prevented by allowing compatible use near the airport land. In fact, a part of the airport property could be earmarked for small light manufacturing. On the west side of the airport property, there is sufficient farm land to accommodate a broad range of services and residential uses. Special attention needs to be given to the drainage and water and *sewer* system to assure consistent, efficient and compatible development, while some of the

problem areas are gradually removed or adjusted for minimum impact. Ideally, the airport should have been located farther out to leave the present site for residential expansion. Substantial airport improvement should be studied in light of the impact on adjoining uses.

The sixth and final set of issues relate to the potential changes in technology of personal transportation, namely automobile. Attempts on specialized transportation for a segment of the population in Richland County and Wahpeton have been effective. Changes in this mode of transportation may be beneficial as the potential conflicts with rail and air systems may be reduced. For the present time, however, it is assumed that automobile will be the predominant mode of travel and the city comprehensive plan and its future elements need to consider it as such.

FUTURE TRANSPORTATION

The future transportation in Wahpeton will be largely met by individual automobiles, although mass transit for specialized uses such as schools and senior citizens programs need to be expanded. The rail system would play a key role as it relates to the manufacturing and processing. The air transportation system would probably experience a large growth as the population grows and technology of air services change. While it is difficult to forecast the details of the changes in any transportation mode, it is probable that the overall changes in all modes will provide a higher degree of mobility to the people of all ages and socio-income strata.

Highway transportation will be the major land use determinant interconnecting

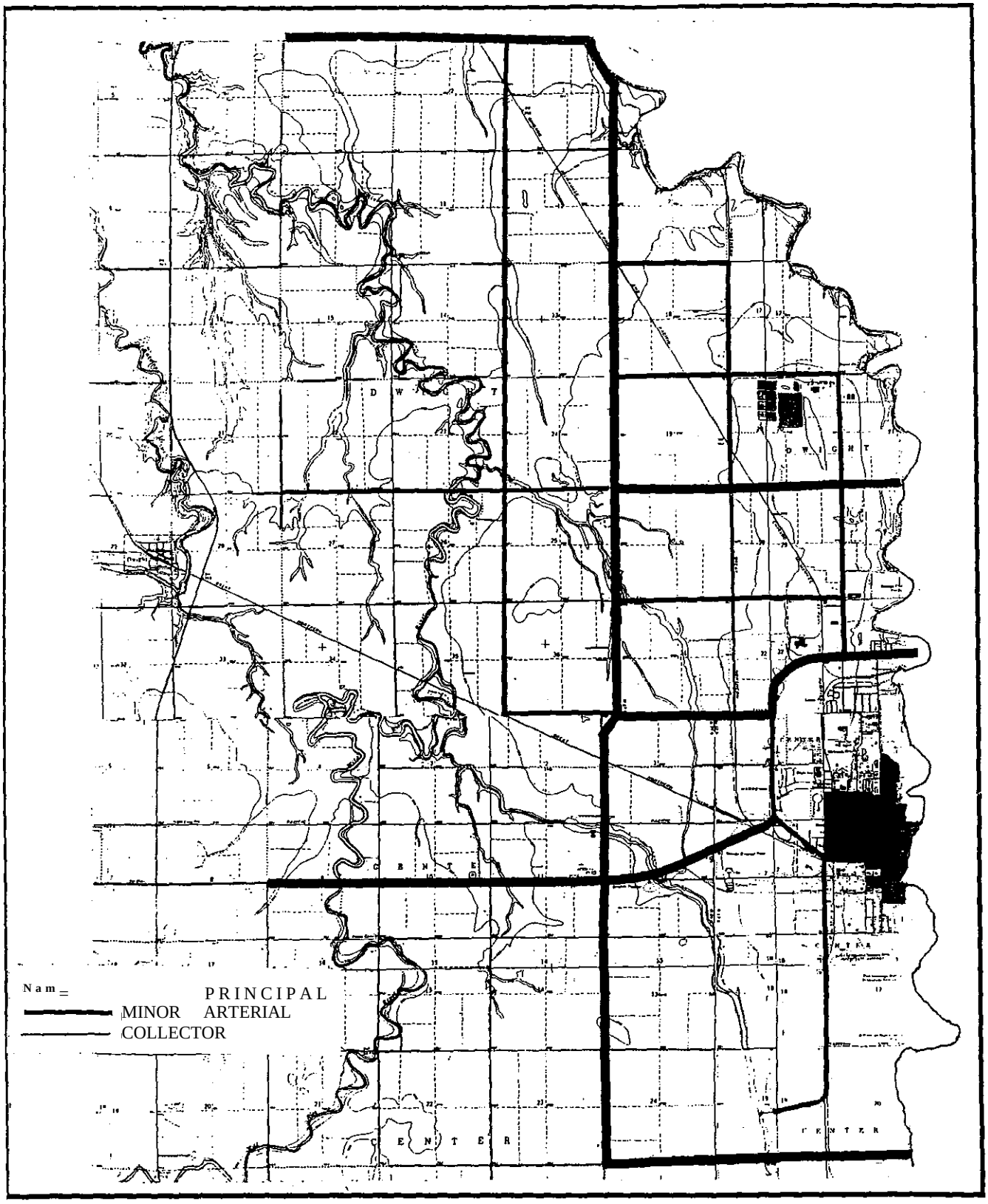
the services and places within the city and beyond. A well planned and integrated street system is critical to the future of Wahpeton. A circumferential arterial system on the west (Richland 8) and south side is needed to define the potential growth areas of the city (See Figure T-8). Access to this circumferential street should be controlled at key points to discourage numerous intersections and access points. This street also needs to have grade separation with railroad tracks and interchange with ND Highway 13. Richland County Highway 10 would also serve as a primary arterial to connect with U.S. Highway 75 across the Red River of the North. Another connection across the Red River, south of the airport is perhaps needed within the next 20 years to complete the circumferential highway system on the North Dakota side.

Streets and Highway Standards

The following standards are the minimum requirements for the development of new streets and highways as well as updating the existing system.

Street Rights-of-Way

1. Primary and secondary arterials, 100-120 feet
2. Collectors and connectors, 80-100 feet
3. Local streets, 60-80 feet
4. Cul-de-Sacs, 100-110 feet in diameter
5. Alley, 16-20 feet
6. Side walks, 4 feet



Transportation	1._PROPOSED HIGHWAYS	Figure T-8
	WAHPETON, ND REGION	

Pavement Widths

1. Primary and secondary arterials, 48 feet
2. Collectors and connectors, 36 feet
3. Local streets, 28-32 feet

Maximum Grade

1. Primary and secondary arterials, 4%
2. Collectors and connectors, 5%
3. Local streets, 6%

Minimum Centerline Radius of Curve

	Residential	Commercial-Ind.
Arterials	550 feet	550 feet
Collectors & Connectors	275 feet	275 feet
Local Streets	100 feet	200 feet

Minimum Lengths of Tangents for **Reverse Curve**

	Residential	Commercial-Ind.
Arterials	300 feet	400 feet
Collectors & Connectors	100 feet	200 feet
Local Streets	100 feet	200 feet

Minimum Sight Distance

	Residential	Commercial-Ind.
Arterials	300 feet	400 feet
Collectors and Connectors	250 feet	250 feet
Local *streets*	200 feet	200 feet

Design Speed

	Residential	Commercial-Ind.
Arterials	40 mph	50 mph
Collectors *and* Connectors	35 mph	35 mph
Local Streets	30 mph	30 mph

Minimum Parking Standards for On Street Parking (in feet)

Stall Width	Position at **Curb**	Width of St. used	Street Widths Needed for maneuvering	Length of Curb per Car	Cars Parked per 100 feet
7	Parallel	7	17	22	4.5
8	45	18.5	30.5	11	8.2
	60	20	39	9	9.5
	90	18	46	8	12.5
9	45	19	30	12.5	7.5
	60	20	37	10	9
	90	18	41	9	11

Source: DeChirara, Joseph; Koppleman, Lee. Planning Design Criteria

Spatial and Locational Requirements

As emphasized earlier, the existing transportation system and the land use issues offer challenging opportunities to the City of Wahpeton. Spatially, the street and highway system in Wahpeton, because of the existence of the industrial complex to the north, needs a two tier approach. The industrial uses should be equipped with sufficient arterials, connector and collector streets to function well without interference with the non-industrial traffic (See Figure T-8). A system of north-south and east-west arterials, collectors, connectors and local streets should be planned and developed to facilitate the movement of industrial based traffic directly to ND Highway 13 to the south and to U.S. Highway 75 to the east via a new bridge.

While this new system needs to be tied into the overall community system on a well planned and coordinated basis, it is essential to separate the heavy traffic from local traffic on the city streets not designed for heavy or through traffic. The same set of principles applies to the west side of the city as it develops. In this area, the presence of the railroad tracks and high voltage power lines also become major concerns. The increasing train traffic would impact certain uses which would require grade separation at key points, discussed previously.

THE COMPREHENSIVE PLAN

COMMUNITY NEEDS ASSESSMENT
ALTERNATIVE FOR THE FUTURE
POLICIES PLAN

COMMUNITY NEEDS ASSESSMENT

City Government Services
Community Appearance
Community Services
Comprehensive Planning
Culture
Economy
Education
Housing
Infrastructure
Intergovernmental Relations
Land Use
Parks and Recreation
Public Facilities
Public Information and Promotion
Transportation

COMMUNITY NEEDS ASSESSMENT

Overview

The community needs assessment is conducted to list the issues and needs identified by the elected, appointed officials and the citizens of Wahpeton. Early in the planning process, the members of the City Council, City staff, Park District, School District were interviewed. At the same time developers, property owners, health care providers, retail business owners, industrial companies, utilities and citizens were interviewed to develop a broad perspective on the community needs. The following categories of needs presented here consist of a random listing of opinions expressed by those interviewed. Because of the complexity of the issues, no group priority was attempted. This compendium includes many areas of concern that lie within the purview of the private sector and other units of government and public bodies over which the municipal government has no legal jurisdiction.

Some of these needs are specific and could be met in a given time frame, assuming the availability of resources. Some are continuing and long range. Each section requires a level of analysis appropriate to the depth and complexity of the issues. Detailed analysis of each group of needs would establish benchmarks as to what is really needed and what the City of Wahpeton can afford now and in the future and in what order of priority. Some identified needs may be addressed when other needs are met. The capital improvement program, and implementation part of the comprehensive plan, will address the municipally related issues and establishes priorities for implementation. Those issues which would not appear in the capital improvement program do not signify lack of importance necessarily. They may

require such resources beyond the normal financial means of the city or may be more appropriately managed by other public entities or perhaps the private sector. In addition to the private sector, the public entities including the city, county, Dwight and Center Townships, NDSCS, Public Schools, park District, Circle of Nations School, State of North Dakota are partners in this process. The working relationship and cooperative efforts with Breckenridge, Wilkin County and other public and private entities should not be forgotten, as they also are a part of this bi-state community with many similar interests and needs. The policy part of the comprehensive plan, also attempts to address the needs as officially approved city policies.

City Government Services

1. Plan for the future needs of police and fire protection.
2. Minimize bureaucracy in city government
3. Assign one person to carry development proposals through the city process.
4. Improve crime control and prevention.
5. Discourage and limit go-go dancing.
6. Preserve and protect property value through careful area planning.
7. Develop a program for fair assessment of residential properties.
8. Stabilize property taxes in Wahpeton and bring them in line with Breckenridge and North Dakota communities.
9. Emphasize capital improvement programming and staging of development.
10. Emphasize well planned financial analysis for city services.
11. Be realistic about what Wahpeton can and cannot do.

12. Develop formulas and guidelines for determining who pays for development costs.
13. Plan for a new fire station to improve response time.
14. Examine alternatives to meet the police department space needs.
15. There is a need for new water storage (tower).

Community Appearance

1. Develop a city wide beautification program.
2. Encourage clean up and maintenance of the river banks
3. Encourage rehabilitation or removal of the dilapidated buildings.
4. Maintain and enhance street decorations during holidays and special occasions.

Community Services

1. Encourage development of private day care facilities.
2. Develop programs and facilities for teen groups.
3. Maintain and enhance health care services.
4. Encourage and support for more child care facilities.
5. Examine alternative methods for taking care of the elderly.
6. Do something about odor from industry.
7. Redefine the rules and pay for day care facilities.

Comprehensive Planning

1. Promote balanced growth with small town atmosphere.
2. Promote and require well planned development.
3. Plan ahead for city growth and neighborhoods.

4. Design alternative growth plans based on anticipated population change.
5. Encourage continuous comprehensive neighborhood planning and development.
6. Develop an aggressive annexation plan to guide the development better.
7. Work with Richland County and Dwight and Center Townships on comprehensive planning.
8. Plan for growth of population to make other services, notably retail services, practical.
9. Keep downtown viable as the retail center.
10. Plan systematically and don't take short cuts.

Culture

1. Promote development of an art gallery.
2. Promote development of visual arts studio and center.
3. Plan for an outdoor performing arts facility.
4. Address community diversity across ethnic and economic strata in Wahpeton.
5. Emphasize quality of life and affordability of services.
6. Keep history of Wahpeton alive as a promotional device to attract people and businesses.
7. Encourage forming an organization for promotion of the arts.
8. Preserve historic buildings and structures.
9. Encourage development of a museum.

Economy

1. Continue incentive programs to support city growth.

2. Increase tax base to help increase services.
3. Consider cost of public services and their relationship to public incentives.
4. Consider the financial benefits of the growth to community.
5. Explore private funding for economic development.
6. Encourage improving retail shopping facilities.
7. Maintain and enhance commercial services for attracting rural consumers.
8. Protect present and future of downtown as a major economic entity.
9. Consider price of consumer goods in comparison with other centers.
10. Expand business base in the city.
11. Keep economy growing.
12. Expand the retail base to shop at home.
13. Encourage development of fine dining facilities.
14. Encourage making prices more competitive with Fargo.
15. Encourage discount store to locate in Wahpeton.
16. Encourage new hardware or farm store.
17. Promote more retail stores including department stores offering variety in clothing, shoes, furniture store and hardware store.
18. Encourage development of a competitive retail market.
19. Improve agricultural services (grain buyers, suppliers).
20. Promote more job opportunities with better pay and benefits.
21. Expand retail facilities without hurting the existing ones.
22. Help set up an incubator for housing and assisting small new businesses.
23. Promote tourism.
24. Develop programs for attracting complementary businesses and industries.

25. Recognize that retail trade issues are largely influenced by Fargo and Fergus Falls.
26. Focus on aggressive recruitment of industry.
27. Encourage involvement of industry in community.
28. Prepare comprehensive plan for expansion of the industrial region in Wahpeton.

Education

1. Maintain and enhance good educational facilities.
2. Develop activities to engage high school age youth in productive community related programs and encourage volunteerism among them.
3. Coordinate the location of public schools with other public facilities.
4. Coordinate public efforts with those of NDSCS to promote its growth as a multi faceted center offering a variety of cultural, educational and economic opportunities.
5. Encourage NDSCS to offer special hands-on training to meet Wahpeton's growing labor force needs.
6. Encourage improving teachers salaries.

Housing

1. Meet overall housing needs.
2. Coordinate housing needs with business recruitment.
3. Continue to promote and expand downtown apartments.
4. Develop a program for housing rehabilitation.
5. Improve elderly housing.
6. Provide for affordable housing for owner occupancy and renter occupancy.

7. Provide temporary housing for construction workers.
8. Encourage development of independent/long term care facilities.
9. Encourage maintenance and clean up of residential areas in older neighborhoods.
10. Encourage development of affordable housing for elderly.
11. Encourage development of new housing sites.
12. Encourage development of low/moderate priced housing for affordable rents and prices (especially new houses under $100,000).
13. Provide incentives to builders to build affordable housing.
14. Provide incentives (taxes, special assessment, interest rate buy down) for those buying or building new homes.
15. Encourage employers and employees to live in Wahpeton rather than commuting from other cities.
16. Preserve and protect the value of existing housing by not making large scale and conflicting changes in their vicinity.
17. Plan for long range housing and expansion to the west.
18. Encourage development of residential areas southwest of the city(water and sewer needs)
19. Encourage development of upper range price houses.
20. Address solutions to the cost of housing and taxes.
21. Encourage development of sidewalks in new residential areas.

Infrastructure

1. Encourage installation of underground power lines.
2. Develop program(s) for maintenance of infrastructure.
3. Develop a long range plan for providing water and sewer service for future

growth areas.

4. How should the city pay for expansion of infrastructure? Develop a realistic and fair plan.

Intergovernmental Relations

1. Improve city-county cooperation.
2. Establish closer working relationship between Wahpeton and Breckenridge.
3. Develop partnership with other units of local government i.e. school district, park districts, townships, county agencies.
4. Encourage more state government services on regular basis in Wahpeton.
5. Share resources with surrounding areas.
6. Work with Richland County and other neighboring communities to strengthen Wahpeton's position as a regional economic center to serve a larger area.

Land Use

1. Develop a detailed plan for industrial region.
2. Designate southwest of the city for industrial development and housing with good buffer.
3. Address problems of land development in areas where there are high voltage power lines and rail traffic.
4. Attempt to solve the land use conflict on the south side and potentially in new areas.

5. Evaluate the impact of large scale development on adjoining areas and carefully examine the cost of new services and how they should be paid for.
6. Examine alternatives for new residential development particularly across busy streets for going to schools, parks and other community facilities.

Parks and Recreation

1. Encourage development of indoor tennis courts and roller rinks.
2. Consider subsidies to golf course.
3. Encourage development of hearts plus program.
4. Encourage development of river oriented activities such as tubing, canoeing and boating.
5. Encourage development of an artificial lake for multi purpose recreation, flood control.
6. Upgrade and maintain the zoo.
7. For protection of children, extend the 3 feet deep section of the swimming pool.
8. Provide for handicapped access to parks.
9. Encourage city's participation in enhancement of the zoo.
10. Provide for development of family type leisure and recreation facilities.
11. Encourage joint use of equipment, insurance, services and facilities with city and county.
12. Encourage team work and coordination for management of the zoo.
13. Develop a mini train system in the park.
14. Encourage planning and park development with City of Wahpeton.
15. Develop additional picnic shelters.

16. Plan for development of a park on south side of Wahpeton.
17. Require dedication of land/money in lieu of land dedication for park and open space development in new areas.
18. Develop flexible hours for recreational activities to accommodate more people.
19. Develop lighted river walk.
20. Encourage development of comprehensive walkways and bikeways in Wahpeton.
21. Develop a par 3 golf course.
22. Encourage planning development of river resources.
23. Address access to recreational facilities and programs for all age groups.

Public Facilities

1. Bring back the Richland County Fair functions to Wahpeton, the county seat.
2. Plan for a convention and civic center.
3. Encourage development of playground and outdoor sports for children in new neighborhoods.
4. Promote development of a community recreation center.
5. Encourage speedy development of Armory.
6. Encourage development of a YMCA facility.
7. Provide for a new City Hall.

Public Information and Promotion

1. Improve public awareness.
2. Encourage local TV channel for local news and views.

3. Develop marketing and promotion for the future of Wahpeton.
4. Encourage public confidence in use of local media.
5. Establish Wahpeton Internet.
6. Maintain and create local enthusiasm.
7. Encourage volunteerism and community involvement.

Transportation

1. Address downtown parking needs.
2. Examine the long term needs of airport and its location.
3. Study and address railroad crossing through the city to relieve congestion.
4. Encourage development of public transportation.
5. Address traffic problems along 3M Drive, Highway 210 and Railroad Road?
6. Address movement of children across major highways.
7. Address feasibility of an additional bridge across the river.
8. Work with county and state to provide for new by-pass system(s).
9. Plan for long term needs of utilities and roads.
10. Address pedestrian traffic across Highway 210.
11. Encourage development of commuter air service.
12. Encourage the city to require sidewalks in residential subdivision.
13. Improve and enhance east-west movement in the city through better intersection management.
14. Encourage development of better parking facilities in downtown.
15. Develop plans for improving city streets regularly.
16. Install traffic lights at Highway 210 and 13th Ave., N. intersection.
17. Consider a railroad overpass in Comfort Inn area?

18. Redirect city sales tax to street improvement.
19. Plan for street repairs without tax increases.
20. Develop better roads to serve industries on the north side.
21. Address auto-rail conflict in the city and outside.
22. Improve traffic flow throughout the city.
23. Plan for and develop a road to connect Wahpeton to Breckenridge on the south side.
24. Address alternatives for auto-rail conflict (too many grade crossing) on the south side.
25. Integrate airport facilities planning into community planning process.
26. Recognize that Highway 210 viability as a by-pass has passed its function and should be regarded as a city street.

ALTERNATIVES FOR THE FUTURE

Overview
Alternative A, Existing Trends
Alternative B, Intermediate Growth
Alternative C, Accelerated Growth
Alternative D, Phased Growth
Land Needs

ALTERNATIVES FOR THE FUTURE

Overview

The existing physical development of Wahpeton offers numerous opportunities for the future. Park and open spaces are among the most noticeable features of the city. The downtown area is relatively uninterrupted and ties in with Breckenridge downtown well. The location of NDSCS punctuates the presence of a well maintained and pleasant higher education environment.

While the city will experience sizable growth in the future, it is necessary to address some of the key constraints as the city reviews proposals for future development. Due to the existence of a large industrial complex on the north side, the city should discourage any residential development north of Highway 210 and 16th Avenue North. This area, east of the RRV & W railroad tracks, has been committed to heavy commercial and industrial uses in the past 30 years. It should be regarded as an important industrial region which also includes four large agricultural processing operations, with ProGold as the northern most anchor.

This industrial region requires a well developed transportation system consisting of two major principal arterials with north-south orientation and two east-west major arterials with east-west orientation, with a new crossing across the Red River of the North. In addition, as a part of planning for industrial development, development guidelines related to: (1) compatibility of uses; (2) sufficiency of ingress and egress to the facilities on a predesignated basis to maintain the capacity of major and minor arterial streets; and (3) adequate

buffering and screening to improve the visual amenities of the area. The major emphasis on the transportation is to separate the industrial traffic from the local traffic and at the same time improve the access to the existing and future industries in this region.

The area on the south side of the city is committed to general aviation and small light manufacturing. Residential development should be limited to the areas west of Highway 127 provided that sufficient sewer line capacity is developed as a part of the westside interceptor sewer expansion. The grade separation at the intersection of Richland County 127 and RRV & W tracks is essential. This configuration leaves largely the west and southwest side of the city for future development.

The present rate of growth for the city, based on the last 10 years data, exclusive of industry requires 20-30 acres of land annually. Single family and multi-family uses, on an annual average, absorb 10-15 acres of land, commercial 5-7 acres and public facilities including streets, parks and schools 5-10 acres. The land absorption capacity of the city is expected to change in the future, depending on the desired level of growth chosen by the city. If the population growth rate of 2% is experienced the land need would be 60-90 acres per year: with 20-30 acres for residential areas; 20-30 acres for street right-of-way; 10-15 acres for commercial; and 10-15 acres for community facilities including parks and open spaces

The drainage system in Wahpeton is also an important issue and needs attention, the scale of which depends on the need, timing and intensity of

growth. Coordination with local independent agencies such as School District and Park Board, Townships of Center and Dwight, Richland County, neighboring City of Breckenridge, Minnesota and N.D. state agencies are of extreme importance in this planning process.

Alternative A, **Existing Trends**

This alternative assumes an average annual growth of 1%. Under this alternative, the population is anticipated to increase about 100 persons per year which would result in a total population of 11,050 by the year 2015. Also, this alternative assumes that the service area would experience a moderate growth at least the same as Wahpeton. It further assumes that expansion of the total jobs continue at 2% per year. For urban land use, this alternative assumes about 60 acres of land needed for residential, commercial and small industries annually (See Table A).

Table A

Projected Population, Employment and Land Use for Wahpeton, North Dakota, 1996-2015

	1996	2000	2005	2010	2015
Population	9,230	9,590	10,070	10,570	11,050
Employment	6,285	6,910	7,600	8,365	9,200
Land Use	3,136	3,450	3,790	4,170	4,590

Employment projections denote total resident and non-resident employment.

Large industrial acreage needs would be met on the north side, as a part of expansion of the industrial region, under a separate plan approved by the Community Development Corporation.

Under this alternative, all of the presently vacant but available land will be

absorbed for urban uses within the next five years. **Annexation** of land in advance becomes a major task for the city. As past experience demonstrates, not all presently available parcels of land will be used up at a consistent rate within the next 5 years.

Provision for water and sewer is an important consideration for all future alternatives. Specifically, the need for a west side interceptor sewer has become evident in recent years and must be programmed and made operational within the next 2-3 years. Also, additional water storage capacity for 500,000 gallons is needed within 2-3 years.

Alternative A predicts largely infilling of the available lands within the next 5 years, although potential opportunities exist for developing new areas, on the west and southwest sides, if the sewer capacity issue is resolved and a new west side water tower is built.

Alternative **B, Intermediate Growth**

This alternative assumes a fast growth of population at an annual rate of 2%. Under this alternative the average annual numerical population growth is about 200 with an overall population growth of 13,400 by the year 2015. The service area of the city, under this alternative is expected to maintain an average annual growth of 1%, meaning that the communities outside of Wahpeton will continue to receive a part of the growth. Employment growth is projected to remain at 2% per year. For new land use, this alternative assumes an average annual growth of 3% much of which would be largely in residential and service uses. A 3% average annual growth translates into 90-100 acres of land

consumption per year which goes beyond the existing available land in the city in the next 3 years (See Table B).

T a b l e B

Projected Population, Employment and Land Use for Wahpeton, North Dakota, 1996-2015

	1996	2000	2005	2010	2015
Population	9,300	10,050	11,050	12,160	13,380
Employment	6,285	6,910	7,600	8,365	9,200
Land Use	3,136	3,600	4,150	4,770	5,480

Annexation, becomes a major consideration under this alternative and the city should start a program for annexation of land on the west and southwest side of the city. With the limited sewer capacity, the construction of the **west side interceptor** sewer becomes very important and planning and design should begin in 1997.

Alternative B recommends advanced planning for new road construction on the west side of the city, particularly designation of at least one north-south and one east-west principal arterials to meet the circulation needs of the new growth. Also, the need for intersection improvement and selective grade separation must be met within the next 5 years. In addition, the need for expansion of the water treatment and storage capacity needs to be addressed within the next 5 years. The preparation for such a growth rate takes 3-5 years during which the city must commit to development and expansion of public water and sewer systems and transportation. Expansion and improvement of the wastewater treatment is needed within the next 5-7 years.

Alternative **C, Accelerated Growth**

This alternative is based on the continued growth of employment at an average annual rate of 3%. It further assumes that the City of Wahpeton will be in a position to attract a large part of the new employees to reside in the city. A 3% average annual growth means a doubling of population within 30 years by adding 300 persons each year. Such a growth rate while possible, has many ramifications from the standpoint of housing, accelerated development of infrastructure particularly street, water and sewer systems. It can not be satisfactorily achieved without extensive planning and programming for a period of at least five to seven years.

Accelerated growth which requires major inducement for attracting new population, also requires substantial efforts in programming and coordination with the public school administration, Richland County and State of North Dakota. For this alternative, 4% annual land conversion requires about 120 acres of land per year to accommodate the spatial need of 300 people each year (See Table C). Under this alternative, there is a need for 100-200 housing units per year (about 50 single family and 70 multi-family units). The need for affordable housing as well as general housing must be addressed in the area west of the RRV & Western railroad near 16th Avenue North and on the land west of Richland County Highway 127 southwest side of the city. Higher density residential housing units could be placed near the major thoroughfares along Highway 210 by-pass and area north of 4th Street North and south of North Dakota Highway 13, in the vicinity of other present commercial and multi-family residential uses.

T a b l e C

Projected Population, Employment and Land Use for Wahpeton, North Dakota, 1996-2015

	1995	2000	2005	2020	2015
Population	9,300	10,500	12,080	13,900	16,000
Employment	6,285	7,230	8,300	9,550	11,000
Land Use	3,136	3,760	4,520	5,420	6,500

Population is projected at 3% per year.
Employment is projected at 3% per year.
Land Absorption is projected at 4% per year.

Planning and programming for accelerated growth outlined above requires extensive attention to meeting the day to day needs as well as the longer term needs. Under such an alternative, the early annexation of land on the west side of town becomes necessary, as the existing vacant and available parcels will be used up within two years leaving the city with little choice for speedy construction of new sewer, water and streets. This alternative would require expansion of the water treatment system for storage and distribution. The city should double its water treatment capacity within 10 years and expand the storage capacity to 3 million gallons within 15 years.

The wastewater treatment system, also, becomes critical. It would become necessary to change the present lagoon treatment system to a mechanical system to accommodate a much larger population within 5-7 years. At the same time the newer sewer capacities must be programmed for a large enough interceptor on the west and southwest side to serve an area of 2,500-3,000 acres

Transportation is another major issue under this alternative which would need immediate attention. Construction of a principal arterial on the west side, to link with the principal arterials necessary to serve the industrial region on the north side of the city, would be essential. In circulation system, the railroad crossing becomes important, as both the vehicular and train traffic increase and grade separation becomes essential at 11th Street South, 6th Street South and 16th Avenue North. Location of new parks and schools also would be needing consideration.

Alternative D, Phased Growth

Under this alternative the city would grow at 1% per year for the first five years and 2% per year thereafter or as long as there is impetus for such a growth. Realistically, the city needs to focus on a concentrated effort for planning and programming for water, sewer and streets. Without phasing a faster growth than what Wahpeton has experienced in the past,and in view of the spatial limitation for growth, the city would have many difficulties to accommodate an average annual growth of 2% without extensive commitment for expanding infrastructure and pursuing an aggressive annexation program. If the city wishes to adopt a phased growth plan, the next five years must be dedicated to expansion of water and sewer including the west side interceptor sewer, additional water storage, possibly programming for a new wastewater treatment plant. Table D provides a view of the population, employment and land use changes under this alternative. Under this alternative, the population would reach 12,800 by the year 2015. The nonresident employment would continue to grow but would commute to Wahpeton.

Table D
Projected Population, Employment
and Land Use for Wahpeton, North Dakota
1996-2015

	1996	2000	2005	2010	2015
Population	9,230	9,600	10,550	11,650	12,800
Employment	6,285	6,910	7,600	8,365	9,200
Land Use	3,136	3,450	3,790	4,170	4,590

The land needs of Wahpeton under this alternative consist of an additional 315 acres by the year 2000 and 340 acres by 2005, about 380 acres by 2010 and 420 acres by the year 2015.

Future Land Needs

For determining the quantity of land needed for the future, we need to look at the existing pattern and ratio of land use. Although, many of the regional ratios apply to certain size community, each community because of a particular set of characteristics, requires different ratios and different assumptions for the future forecasting of the land use. Wahpeton, as a manufacturing center, and home of NDSCS has a proportionally higher industrial and public facilities land use. Table E shows the existing ratios for categories of land use in Wahpeton. For the future, these ratios are adjusted to bring the proportion of the anticipated future land use in line with major communities in North Dakota. Several assumptions form the basis for the new ratios. First, by examining the land use ratios in the 10 largest cities in North Dakota, we find a closer relationship among the land use ratios, even though it is recognized that the existence of the NDSCS as a public facility and larger number of industries makes Wahpeton distinct from other communities. Second, it is expected that both commercial and industrial sectors to experience more growth and, therefore, there is a need

for a larger allocation of space for these categories. Third, the need for expanded housing development, demands additional land for owner occupied and renter occupied housing units. Fourth, it is assumed that if a large scale industrial development takes place outside of the city, it would require independent utility system and also larger parcels of land. Those industries which do not require large volumes of water and do not produce large volumes of high BOD wastewater should be encouraged to be developed in the city. The city as a part of its overall public works improvements, should allow for additional design capacity to accommodate those industries. Tax base expansion and value added components should be among the key objectives of industrial and business development. Table F shows the projected land needs for Wahpeton for the years 2000-2015, based on the existing trends and assumptions for their continuance in the future.

Table E

Land Use Ratios for Wahpeton, North Dakota

Land Use Classification	1996 % of Developed Land	Projected Ratios
Residential	26.3%	30.0%
Single Family	24.1%	25.0%
Multi-Family	2.2%	5.0%
Commercial	3.1%	10.0%
Retail	1.6%	3.0%
Highway	1.5%	5.0%
Manufacturing	10.4%	20.0%
Light	2.6%	5.0%
Heavy	7.8%	15.0%
Public Spaces	8.9%	8.0%
Transportation	32.4%	30.0%
Other	8.9%	2.0%

T a b l e F

Projected Land Needs for Urban Development

in Wahpeton, ND, 2000-2015

	2000	2005	2010	2015
Residential	95	100	115	125
Single Family	75	75	85	90
Multi-Family	20	25	30	35
Commercial	32	35	35	40
Retail	15	20	20	25
Highway	17	15	15	20
Manufacturing	60	65	75	85
Light	10	15	20	30
Heavy	50	50	55	55
Public Spaces	25	25	30	30
Semi Public	8	15	10	15
Transportation	95	100	115	125
Total	315	340	380	420

Industrial development activities are assumed to take place both within and outside the city. Likewise, highway commercial or even possibly some retail development is likely to take place along Highway 13 outside of the city's jurisdiction. Joint planning with the township(s) is necessary to avoid premature development of the major highway commercials outside of the city.

The specific standards for the minimum requirements related to the number of dwelling units per acres, size and width of lots, set backs, side yards, building height are commonly covered by the zoning ordinance. Other standards related to street width, block length, required improvements are covered by the subdivision regulations. these two documents are particularly important in implementation of the Comprehensive Plan. The present City Ordinances are outdated, although amended several times in the past. The key element in

design of a workable set of ordinances is uptodateness of standards and straight forwardness of the regulations. Periodic review, evaluation and updating of these documents are necessary to meet the needs of the city.

POLICIES PLAN

PLANNING PRINCIPLES

Orderly Development

Compact Development

Compatibility of Uses

Fairness in Cost Sharing

Public Participation

BUSINESS AND INDUSTRY

DOWNTOWN DEVELOPMENT

FRINGE AREA DEVELOPMENT

GROWTH AND DEVELOPMENT PATTERN

HOUSING

LAND USE

NEIGHBORHOOD PLANNING

PUBLIC FACILITIES AND SERVICES

TRANSPORTATION

PLANNING PRINCIPLES

The overall goal of the planning process is to encourage planned development that contributes to the quality of life in Wahpeton and protect public interest for creating a strong, growing and diversified economy at the lowest possible cost to the tax payers. The comprehensive plan sets forth policies that enhance the opportunities for helping the people with minimum adverse effects on the financial and physical resources of the city. Sound municipal planning is guided by principles which have area wide application and support. The idea behind these principles is to state the community goals simply and directly as a guide toward which the community resources are applied. In this effort, a series of objectives and policies are developed as the focal point of the comprehensive plan for Wahpeton. These objectives and policies are formulated to address a variety of current and future community issues and needs. More specific policies are stated in the Land Use Guidance System governed by the Zoning and Land Subdivision Regulations, street access control, and capital improvement program

The specific goals of the City Comprehensive Plan are to assist the decisions: (1) to effectively integrate the short term and long term economic, environmental, physical and social considerations; (2) to minimize or reduce the potential adverse impacts on the adjoining uses, neighborhood(s) and the city and its environ by carefully examining alternatives to meet the needs for water, sewer, drainage, governmental facilities, land use, open space and traffic management; (3) to conserve and enhance the taxable value of land and buildings in the city and environ; (4) to encourage the most appropriate use of land in relationship to the adjoining uses and long term needs of the city; (5) to preserve and enhance community amenities which add to the quality of life: (6) to protect residential, commercial and industrial areas from encroachment of

incompatible uses; (7) to protect the character and stability of the residential, commercial and industrial areas and to promote orderly development of these areas; (8) to regulate and restrict the location and intensity of the use of buildings and lands for residential, commercial, industrial and other community uses; (9) to separate and control unavoidable nuisance producing uses to minimize their adverse impact on the surrounding areas; (10) to minimize the expenditure of public funds through selecting cost effective alternatives for expansion of the city services; (11) to minimize interruption of existing businesses and services; and (12) to minimize the negative impact on the quality and cost of public facilities and utilities.

Orderly Development

Orderly development means a well paced and directed growth compared to unanticipated and unguided development. A successful and orderly development, is usually compatible with the extent of community services and resources such as capacity for water, sewer, street, police and fire protection. An important element in orderly development is planning and coordination. Nearly all communities compete for resources and services and usually those who do better planning and are ready to act decisively are more successful. Orderly development is cost effective and serves the best interest of the citizens of Wahpeton.

Compact Development

Compact development means efficient use of land. Sensible, well spaced and cost effective land development compared with disjointed and piecemeal development is what Wahpeton needs. Compact development does not mean a crowded or a congested urban system. It means a carefully thought out system of land use, transportation and public facilities developed together based on a plan. Cost

effectiveness, well planned services and utilities offer opportunities in attracting businesses and residents to Wahpeton.

Compatibility of Uses

The quality of life in a community depends on the range of services and amenities and their physical relationships. Some activities fit together better in some areas than others. Since we need to accommodate a wide range of activities, sound planning enables us to predetermine the appropriate use of each location that complement each other rather than generating conflicts. In Wahpeton, as in other communities, zoning is a device used to keep the conflicts to a minimum by grouping complementary uses together. Other devices include site planning with appropriate landscaping, screening and buffering, or aggregating uses that are the most compatible and least conflicting. Conflicting land uses negatively affect the cost of services, comfort and convenience of the public and value of established properties.

Fairness in Cost Sharing

All communities borrow money to finance schools, parks, sewer, water, streets and public buildings. But the debt has to be paid back through taxes and other revenues. Distribution of the cost needs to be fair and prevent burdening of a group or area. We rely on the municipal revenues to pay for the current operations as well as the long term capital investments. Sharing of the facilities is important in any setting, yet it is also important to pay for the facilities that are used by all. Some developments do not pay their fair share for the use of city services. Wahpeton needs to identify those areas which require extensive investment in public services and assure that each development pays its fair share of the cost without becoming a burden on a part or all of the city.

Public Participation

Public participation is essential in the planning process. Public planning is public business and public decisions are greatly enhanced when the public is involved. Because planning is a tool of decision making, then the public should be a part of it. Public participation would help the city in neighborhood planning, housing, business and industrial development, enhancing educational and cultural facilities development and in planning for parks and recreation.

BUSINESS AND INDUSTRY

Wahpeton, as a growth center, provides a variety of services and job opportunities in its service area. In recent years, the Community Development Corporation, the primary entity charged with economic development, has established a progressive program for the development of business and commerce. The CDC has been involved in an extensive economic development planning process with specific policies and development guidelines to carry its mission forward..

Goal

Continue and expand a diversified economy offering business and employment for present and future residents.

Objectives

1. To broaden the employment base in all areas of business more particularly in those areas which offer higher salary opportunities for all persons.
2. To maintain an active city role in encouraging economic development to serve the people of Wahpeton effectively.
3. To support a healthy, growing area economy that provides full employment of labor force regardless of age, sex and ethnicity.
4. To make the city an attractive and vibrant economic environment which

draws new businesses and industries on a continuing basis.

5. To support and assist the existing businesses and industries to expand services and employment.
6. To promote manufacturing and processing of agricultural products.
7. To promote manufacturing and processing of new and innovative products.

Policies

1. Recognize that profitability is necessary for high employment and good salaries. Businesses need protection and assistance in a competitive market, Locational decisions which favor one business or group of businesses in favor of others must be avoided. Special advantages granted to one group, economically affect another group.

2. Continue to develop appropriate capacities and incentives to maintain and enhance a favorable business climate, by maintaining a high quality system of utilities and services at reasonable cost. Incentives, however, must be fair and impartial in giving a business or group of businesses an edge over other similar business(s).

3. Encourage stable and growing industries that diversify Wahpeton's economy. The future of Wahpeton lies in expanding primary industries with regional and national markets. Agriculturally related industries are the most appropriate to the region. But diversification of industries is essential in balancing the employment and warding off problems associated with potential slow down in some economic sectors.

4. Emphasize economic development programs which encourage the private sector to participate in expansion of the existing businesses as well as attracting new businesses. Retention, expansion and recruitment programs need to be promoted simultaneously. As difficult and time consuming as

this is, a process for outreach must focus on well rounded business development programs that increase the tax base, employment and general quality of services.

5. Coordinate all city programs and activities to stimulate business expansion and employment. Working closely with local governmental units such as the townships, county, park and school districts is essential in new business recruitment. This particularly is true in case of expanding the industrial complex on the north side. The development of this region necessitates much planning and coordination among the public and the private sector. The private sector would have a special role in recruitment and placement of compatible industries in this area, which will be the hub of industrial development in the Red River Valley.
6. Examine alternatives to provide financial assistance to businesses. The extent of financial assistance must be weighed on the short term and long term ability of the city as well as the short and long term payback to the city some of which may be indirect. Extended commitments may have a gap in anticipated revenues and also may overload the general tax picture. Investment programs need to be reviewed regularly to maintain a sharp focus on opportunities to preserve the financial resources for assistance to those businesses which otherwise go to other markets.
7. Encourage the formation and development of new businesses by local entrepreneurs and investors. Wahpeton is at a point where local investors could play a major role in stimulating a larger economy. Local investment triggers outside investment as it shows confidence and commitment by the local investors in the future of Wahpeton.
8. Provide opportunities for business owners and investors to advise the city

for improving the business climate in the city. An annual forum for businesses to brainstorm on how to improve the quality of business environment would help to increase communication and idea generation for expanding the various economic sectors.

9. Encourage and support the public school system and the North Dakota State College of Science to offer courses and training services to enhance the skill of the work force in the city and its service area. Interface with NDSCS has much broader benefits than just training. The college is a partner in economic development. First, it brings many financial and technical resources into Wahpeton. Second, it widens the cultural and social perspectives of the community. Third, it can serve as a magnet to attract industries that need the skills and facilities that are available in the area or be trained for appropriate tasks.
10. Encourage and support efforts to create job opportunities to those who would otherwise have difficulty finding employment. A part of this issue may be the needed skill demanded by the market and ability of the educational system to retrain and redirect the work force for new and emerging employment. Wahpeton will have a diversified economy in the future and can accommodate a variety of labor skill and ability not only to take benefits of the existing labor pool but also for those who seek employment in the city.
11. Provide the necessary public facilities and services that help businesses to function successfully. Financial support should be given only to those proposals which would not otherwise be feasible to accomplish. A specially tailored program for each proposal is needed to avoid over committing the city resources. There is a problem with over assistance as

there is in under assistance to businesses.

12. Recognize the regional nature of economy and employment and encourage coordinated economic development efforts in the city and environ. The idea behind the regional economic concept is that everyone within the Wahpeton service area will benefit from retention and expansion of existing businesses and recruitment of new businesses. There are many communities within Wahpeton's service area which provide important linkages in terms of housing, labor force, professional services, health care, education and manufacturing. These linkages, if strengthened, would enhance the citys position towards more independence as a growth center.
13. Encourage employers to recognize the needs of employees with young children and to assist with daycare facilities. The growing number of women entering the work force, particularly the single parents makes it highly desirable to provide daycare facilities. Human services expansion is an important part of job development even though it must be initiated and maintained by the business sector.
14. Encourage tourism as an important economic activity for utilization of the Wahpeton Zoo, the newly established carousel, the golf course and potentially other summer and winter sports particularly those connected with the NDSCS and the schools. Wahpeton offers many leisure type services which attract participants from distant places. These human contacts are not only culturally important, but they also become economic elements as they bring outside dollars into the city.
15. The economic development assistance program(s) should be administered in accordance to the policies and procedures established by the Economic Development Commission, Community Development Corporation as

approved by the City Council. The idea behind this principle is that the economic development entities should have enough latitude for decision making based on the guidelines set up by the City Council.

16. One of the important needs in Wahpeton is expansion of retail trade. The present retail market needs to be expanded over time to provide services locally and at the same time reduce the leakage of the retail dollars into other markets. In this respect, it becomes necessary to help strengthen the existing retail market in downtown but also encourage expansion of retail in areas as close to downtown as possible. This, of course, depends on the availability of land but distant retail facilities will surely weaken the position of downtown if site(s) are not carefully chosen. Every effort should be made to protect the integrity of downtown to be expanded in a contiguous manner.

DOWNTOWN DEVELOPMENT

Downtown is still the heart of business and commerce in Wahpeton. It provides a broad range of services and activities in a relatively compact area. Many historic buildings relate the present to the past and give the area a sense of identity as a center for business, entertainment and human activity. The city has much direct investment in downtown which makes its preservation and expansion important.

Goal

Downtown is the hub of Wahpeton and should be preserved and strengthened.

Objectives

1. To facilitate activities in the downtown area to maintain its identity as a center for all types of services.
2. To encourage development and expansion of retail professional services

and consumer services in downtown and nearby areas.

3. To encourage preservation, restoration and use of older structures.
4. To assist and support the Downtown Development Corporation to maintain a physically attractive environment with sufficient parking and easy access to services.
5. To encourage a diverse range of events and activities to maintain downtown as a distinct place to go to.

Policies

1. Encourage private investment in downtown area as an extension of the city economic development program. The City of Wahpeton should continue its assistance program which has contributed nearly 12 million dollars in the past 14 years. Whenever possible, the city should assist in expansion, renovation of existing structures to make them up to date for meeting today's business requirement.
2. Keep downtown employment growth at pace with the community employment growth. The notion here is to encourage expansion of the private business services to keep up with the employment growth in the city and environ. This requires recognition of the regional retail economic forces. If the services are not attempted at competitive level, the consumer would undoubtedly go to larger and more diversified markets such as Fargo.
3. Encourage activities and entertainment in downtown to support the businesses. Some of the recent improvements on Dakota Avenue are significant starting points. Also, Second Avenue North and Third Avenue North have become a vital part of downtown Wahpeton for a variety of service and retail uses.

4. Encourage retail growth particularly specialty retail. The city has an opportunity to work with the CDC and Chamber of Commerce to enhance the situation. There is already a trend on the east end of Dakota Avenue for specialty shops. More of these uses create an exciting environment in downtown and encourage more foot traffic.
5. Encourage banking and financial institutions to remain and expand in downtown. There are a large number of banks in downtown Wahpeton today which bring much strength to solidify the position of downtown as a multi faceted center.
6. Promote seasonal activities and events to attract people and service users. Year-round types of activities of leisure and business nature, stimulate the interest of the citizens and encourages them to patronize the business more consistently.
7. Provide for accessible and sufficient parking to accommodate businesses and residential uses. Parking is always a problem in downtown as the off-street space is limited and on-street parking is hard to find. The city should look at opportunities to expand off-street parking.
8. Encourage preservation of historic buildings and adopt standards and incentives to guide remodeling of existing buildings. Historic buildings fascinate people as they bring the past and present together. Also, many of the older buildings, with renovation, will be adaptable to similar or different uses while maintaining the identity of the area.
9. Adopt a beautification program and make continual improvement to the downtown appearance. Such a program, could range from landscaping as seen in the central part of Dakota Avenue to inclusion of banners and decorations appropriate to the season.

10. Periodically review zoning and land use in downtown to avoid penetration of incompatible uses. A planning process for downtown in cooperation with businesses will be of significant importance. Planning for downtown in cooperation with the businesses is important for its future.

FRINGE AREA DEVELOPMENT

Wahpeton, as a dynamic community, is always changing. Growing cities, like Wahpeton, experience visible changes on the fringes. Streets and highway corridors, based on their functions and capacity, attract development some of which may become incompatible over time and, therefore, pose limitation for other needed development. Unplanned strip and piecemeal development cause traffic circulation problems, access and convenience problems, additional maintenance costs and visual problems.

Goal

Fringe areas are entrances to the community and are important to the long term growth pattern of the city as an attractive physical environment.

Objectives

1. To encourage development of an orderly pattern of land use which provides the best use of spaces in Wahpeton.
2. To require physical development of undeveloped land to be based upon the standards set forth by the city for siting, access, setbacks, landscaping, availability of water and sewer and compatibility with the adjoining uses.
3. To encourage special treatment of uses for appearance and ease of access along the major highway corridors particularly the arterial system. Changing functions of corridors needs to be regularly evaluated.
4. To Develop plans for major traffic corridors, as they act as gateways to the community and the area they serve.

Policies

1. Take steps to expand the city corporate limits by annexation of land based on the cost and timing of infrastructure improvement. An expanded annexation program is needed to provide for housing and support services on a planned basis. The City of Wahpeton, at the present absorption rate, will be needing spaces for a variety of residential development within the next 3-5 years. There is very little land available for industrial development at this time. The land most suitable for industrial development lies outside the city, on the north side. The commercially developable lands are sufficient to meet the future needs of the city along Highway 210 by-pass as well as the west end of Dakota Avenue and 11th Street South.
2. Develop guidelines for fringe area growth for consistency of the development pattern. Recognize that the city fringes are gateways to the community and their appearance and arrangements influence the public perception about the community. Future development of these areas should be planned carefully for providing appropriate utilities and services. Furthermore, detailed site planning for emphasizing the amenities should be required.
3. Coordinate all efforts with the business community to consider the fringe areas as the new parts whose success or failure pose social and economic impacts on the city and its service area. A sensitively developed fringe area opens up more potential for future development.
4. Extend residential areas to the west and southwest to continue the existing residential pattern where the land is most suitable, with a specific utility program which serves larger areas in the future. Access to the present

school facilities in developing residential areas is an important consideration.

5. Encourage extension of streets and utilities to those areas that are mature for development and ready to join the city for receiving the full range of municipal services. There are less than 380 acres of developable land available in the city now most of which is located along Highway 210 by-pass. Planned annexation is particularly important for development of residential, commercial and industrial areas.
6. Avoid strip commercial development along streets and highways. New commercial development should be clustered into a shopping center for ease of access, convenience of the shopper, orderly development and safety of the motorists and pedestrians. It is recognized that certain service commercial uses may not be suitable in downtown or a shopping center, but yet it may be grouped with similar uses in a predesignated area. Some commercial uses may be and intensive, with little traffic generation and may require a special site characteristics. Also some commercial uses because of the size of the vehicles such as truck stops need access to major roads and relatively isolated exits and entrances to prevent infringement on other uses and activities.
7. Control the development of highway service centers and major intersections and interchange(s) in order to protect the highway capacities. A highway service center, compared with a retail shopping center, is an area that meets the needs of traveling public with travel related services such as automotive, food, lodging and other supportive uses.
8. Require that all commercial development be located in the city as a

prerequisite for receiving water and sewer services. The city should not extend water and sewer services to unannexed lands.

GROWTH AND DEVELOPMENT PATTERN

As the population of Wahpeton grows, the need for additional land to accommodate new residential, commercial, recreational, industrial and public areas becomes apparent. To maximize the financial resources of the city, a compact and balanced development pattern is an ideal goal to strive for. Wahpeton as a regional center has the opportunity to capitalize on what it has to offer in the area of business, education, health care, manufacturing and recreation. The pattern of growth deserves to reflect the human needs in a way which produces wholesome, integrated activities and services.

Goal

Wahpeton as a multi-faceted economic center has the opportunity to be the best in physical appearance, the best in economic opportunities, and the best in overall services.

Objectives

1. To provide the direction and guidance necessary for the future growth and development of Wahpeton. Sound land use planning decisions are an important part of this objective.
2. To encourage development of a compact city, supported by good public services including transportation, utilities and public protection.
3. To encourage development, first, in those areas where the services are most economically available.
4. To create a fiscally responsible development pattern which maximizes use of existing public facilities investments.

5. To create a visually pleasing and environmentally sound development pattern.
6. To allow for a variety of life styles in recognition of the varying needs of the residents.

Policies

1. Provide guidance to direct the type and quality of development in an orderly, timely and cost effective manner. Unplanned and piecemeal development cause many problems that affect public convenience, property value, municipal service cost, in addition to creating barriers to future development.
2. Continue to encourage the development of Wahpeton as a compact city to maximize the use of its financial resources. Compact development saves on cost of services and encourages careful planning as each parcel(s) of land become strategic. Ribbon development often results in higher cost of municipal services from public works to public protection.
3. Encourage balanced growth for housing, businesses, education, entertainment and recreation. A balanced growth, recognizes the needs of Wahpeton at any given time based on its population, size (service area) and specific housing needs (such as affordable units or general single or multi-family housing units).
4. Require that new development be sensitive to the natural environment such as unsuitable lands due to the existing soil condition drainage, elevation or potential flooding. Land suitability is an important consideration in urban development. Unsuitable lands because of soils, elevation and high water table cause financial problems both for the city and the property owners.

5. Require that new development occurs first in those locations where the city services and facilities can be most economically and efficiently provided, and prevent or delay the premature development of those areas which are more difficult to serve.
6. Support the private actions that gives higher priority to redevelopment of available vacant and underutilized land within the city. Since the utilities and services are available, the city should encourage infill development to save on cost of improvement to the property owners and the public.
7. Extend the city services to locations (within the city), where development in the future is desirable and consistent with the city's goal for orderly, compact and cost effective development. Even in special cases, the city should require annexation before the services are provided. In the event the annexation, because of the distance and presence of unannexed parcels in between, is not feasible, the services should be provided at higher cost to compensate for previous improvement cost undertaken by those who have lived in the city. Furthermore, a time phased annexation agreement must be signed to annex the properties according to a timetable.
8. Utilize existing utility and service capacities before extending or constructing new facilities. Here, importance of financial comprehensive long rang planning becomes important.
9. Encourage and accept annexation of unincorporated lands, when it is in the best interests of the city. Periodic contacts between the city and township representatives for planning and developing the fringe area is very important. As the city population grows, its expansion takes over the undeveloped farm land in the township. Coordination with the township for

planning and development today, reduces problems and conflicts tomorrow.

10. Encourage effective communication and coordination with Richland County and Dwight and Center Townships to enhance the quality of growth and development in the area. Presently, the townships representatives serve on the City Planning Commission. It would be a good idea to also have a representative of the city to serve on the townships zoning commissions.
11. Planned Development

    Any new development, which requires substantial commitment for public facilities, utilities, special traffic and transportation consideration and create local and regional impact, should be designed as a planned development district. A planned development district should be based on preparation of a detailed development plan and supporting document(s) (development agreement) to address the following: (1) the nature and description of the proposed project; (2) description of the proposed location and its strengths and weaknesses; (3) time phasing of the development in detail; (4) total cost of the utilities and services to be provided by the city; (5) schedule for annexation of land if outside the city; (6) a cost schedule for improvements such as drainage, access roads, ingress and egress and other modification of the fronting roadway including signage, signalization and channelization system to protect public safety; and (7) measures to avoid or minimize the adverse impacts on the adjoining properties and the city.

HOUSING

Decent housing is a basic need for everyone. In recent years, the housing market in Wahpeton has focused on development of multi-family units to meet the needs of a growing population. Development of single family units has been slow and needs to be expanded following the recommendations of a new housing element.

A housing element, prepared by Maxfield Research Group for Wahpeton and Breckenridge, in its summary of findings, points out a number of deficiencies and recommendations to meet the housing needs by the year 2000.

- Need for 360 housing units in Wahpeton, consisting of 220 owner occupied units and 140 renter occupied units
- Need for 65-80 single family housing units in the price range of $60,000-$90,000
- Need for 30-35% for move up housing ($90,000-$150,000) and 10-15% for executive housing ($150,000 and over)
- Need for 45-65 owner-occupied multi-family housing units in the $90,000-$120,000 range
- Need for more residential land at suitable locations
- Need for congregate and assisted housing units

Goal

In Wahpeton, decent housing for everyone should be a right and the city should assist in any way possible to meet the needs of a growing city.

Objectives

1. To make efforts for ensuring that all people in Wahpeton have access to the --- type of housing which provides adequate space and privacy and is free from health and safety problems.

2. To begin a neighborhood development program which emphasizes local participation and improvement of the housing units which are undergoing deterioration due to lack of upkeep and aging.
3. To encourage the private sector to maintain a choice of housing types and locations for persons of all income levels.
4. To encourage development of affordable housing for ownership and rent.
5. To expand the supply of new housing for low-moderate income households and elderly.
6. To insure equal opportunity for home ownership among all households particularly for the minorities, elderly and women.

Policies

1. Encourage development of a broad range of housing types and densities to offer choices, in affordable price ranges, to people. The recommendations of the Maxfield Research Group provide a basis for housing decisions within the next 5-15 years.
2. Encourage improvement of existing housing stock to widen choices in housing availability. The housing filtering process makes existing housing units, because of moving, job change, need change and aging of the occupants available for other households. A housing rehabilitation program would enhance the marketability of the existing housing stock and at the same time improve the visual appearance of the neighborhoods.
3. Encourage programs which enable the elderly and fixed income households to remain in their homes rather than be displaced because of the high costs of municipal improvements, energy and property taxes. The needs for improvements, such as street, water and sewer, forces the elderly and fixed income households to leave their residences prematurely.

Funding programs, from sources such as CDBG and state housing assistance, should be sought to reduce problems.

4. Support programs for affordable housing to the first time home buyers and those who can only afford lower priced houses. Assistance for reducing the cost of special assessment or interest buy down in the initial years have been used effectively in other communities.
5. Encourage location of housing in areas that the public utility and services are available now. Capacity for water and sewer is essential for reducing improvement costs. Isolated residential areas and noncontiguous lands bear a higher cost which at times is difficult for many to pay.
6. Consider manufactured housing as an alternative housing type to offset the increasing cost of conventional home construction, land and financing. Manufactured housing offers choices in housing. A detailed site planning, however, becomes an important part of designating site(s) for placing manufactured units.

7 Encourage planned development of housing projects to meet a broad range of housing needs. Innovative approaches are used in planned residential development to reduce the cost of utilities and services to make housing more affordable. Planned development should address a variety of choices including garden apartments, townhouses and cluster houses.

8. Select multi-family housing sites based on their compatibility with the adjoining uses for a safe, attractive and convenient environment. Multi-family structures should also create a transition through a wider range density and siting. Presently, the zoning requirements encourages higher densities, from a duplex to about 20 unit structures.
9. Encourage compact development to reduce the costs of street, sewer, water

and other municipal services. Compact development means smaller lots and contiguous land development.

10. Encourage energy conserving design in the development of new houses. Energy conservation is guided by siting of the lots to capture the solar energy as well as extensive insulation and "tight structures" to reduce the heat exchange with outside.
11. Encourage adaptive use of existing buildings for housing. Conversion of structures primarily designed for other uses is an opportunity to expand housing stock, for renter occupied and owner-occupied multi-family units.
12. Encourage new financing techniques for providing home ownership opportunities for low-moderate income households. Use economic development funds to develop affordable housing for paying a part of utility services or defer the payment of special improvements for a period of time.
13. Discourage over concentration of housing units for low-moderate income households. Mixed housing creates a balanced environment, where a large concentration of lower priced houses creates an environment of "haves" and "have nots".
14. Develop a partnership with the housing industry to utilize the state and federal housing programs to the benefit of the first time home buyers and low-moderate income households.
15. Enforce the building code and zoning regulations to assure upgrading of physical appearance and the quality of the area. Enforcement of zoning and building codes requires more regular upkeep and, therefore, improves the visual quality of the neighborhoods and at the same time enhances the property value.

LAND USE

Guiding the location of uses and activities is an important part of community planning. A planned community, in comparison with an unplanned community, experiences fewer problems in movement of people and goods. It is more cost effective for the tax dollars and usually more attractive to the residents and visitors. Orderly development means careful placement of various uses in a community for the long term benefit of all people. Orderly development, also, means fewer problems and less cost for the citizens. The present development requires more grouping of industrial uses north of State Highway 210 by-pass. On the east, the Red River forms the North Dakota - Minnesota state line. The airport limits development potential for a distance of 1 1/2 miles on the south side. The potentially usable lands are located south west of the city and the lands on the west side of North Dakota Highway 210.

Goal

The sound arrangement and relationship of land uses are very important in the present and future development of Wahpeton.

Objectives

1. To encourage development of an attractive, well balanced and well linked land uses to meet the residential, commercial, industrial, public and semi public and recreational needs of Wahpeton.
2. To provide for a sufficient quantity of appropriately zoned land with the necessary municipal services to meet the future development needs of the city.
3. To encourage development of land in a compact, orderly manner for the maximum safety and convenience of the people.
4. To maximize the use of existing utilities to reduce the cost of land improvement.

5. To avoid decisions which have long term consequences in location, type and density of development.

Policies

1. Guide orderly and efficient use of land to avoid traffic and circulation problems and ensure safety, comfort and convenience of the public and at the same time, create a visually attractive environment. Good planning and foresight in meeting the present and future needs should always recognize the negative consequences of development ahead of time to avoid costly mistakes.
2. Bring sufficient acreage of land into the city, to meet the demand for various uses, through annexation. Expansion of the city requires timely annexation of suitable adjoining lands for residential, commercial, industrial and recreational needs of the city. Advanced annexation enables the city to plan for the use of land and to schedule extension of infrastructure in a cost effective manner.
3. Avoid over zoning of land particularly where there is a supply of appropriately zoned properties. Overzoning of the lands in the city and in the extraterritorial area should be based on the land absorption capacity for different uses. Overzoning distorts and adversely affects the land use guidance system and at times forces over development of certain type of uses which the site(s) may not be appropriate for. In addition, overzoning encourages strip development rather than encouraging compact development which adds to the cost of construction and maintenance of the infrastructure.
4. Give priority to developing those properties where city utilities and services are available with sufficient capacity. Avoid piecemeal extension of utilities

which increase the cost of construction and maintenance and also generate limited short term land uses.

5. Arrange land use activities in compact, efficient and functional areas to permit energy-efficient, convenient movement between residential, _ shopping, employment and recreational areas.
6. Evaluate requests for rezoning for their short and long term impacts on the adjoining land uses and property values and the cost of municipal utilities and services.
7. Encourage coordination of efforts among the School District, Park District, Richland County, Dwight and Center Townships and other governmental entities for selection of sites and improvement changes. Lack of coordination often results in selection of sites for other public facilities which would generate untimely land development and thus increase the cost of infrastructure beyond those scheduled for a given time.
8. Plan for compact commercial areas to avoid extensive strip development, which often adversely impacts the use and enjoyment of adjoining properties. Strip commercial development not only consumes the frontages prematurely but also blocks the long term development potential of lands for other uses,
9. Work closely with the businesses, agencies and governmental units in the area to reduce the negative impacts of strip development along ND Highway 13 West. This highway, is an excellent access to the 1-29 system and needs to be looked at for its long term potential for serving Wahpeton and surrounding areas. The city should encourage the townships to designate sites committed for development. Unplanned and strip development would affect the city's future development potential.

10. Discourage scattered, uncoordinated development. Piecemeal and uncoordinated development, because of the initial lower land values, is usually not in the best interest of the area, as the demand for services may become burdensome.
11. Require commercial development be located in areas readily served by city utilities and services. Usually, commercial development because of the frequency of use requires reliable municipal services such as water, sewer and street access. Such a development, as emphasized in the previous sections should be served by municipal infrastructure on a planned basis.
12. Relate major commercial and industrial development to existing and planned transportation facilities and services. To facilitate movement within the industrial areas, highway and rail transportation should be separated where feasible. Future crossings may affect the potential of areas across the railroad tracks. Also, major roads and streets should be planned to serve the commercial and industrial areas, free of conflict and adverse effects.
13. Provide incentive for the innovative developments that accommodate for compact, cost effective and energy efficient land use. The idea behind cost effectiveness and energy efficiency is reducing the construction and maintenance cost of a system.
14. Encourage the clustering of industrial uses in the industrial district north of the city. Clustering of industrial uses in the region north of the city means creation of a solid industrial region containing many supportive industries offering diversified employment and a cost effective and attractive land use pattern.

15. Locate industries in areas where there is sufficient space for expansion with minimum impact on adjoining uses. The land north of the city is committed to industrial uses. Efforts for land use control should discourage development of non-industrial uses in the. area.
16. Encourage the reuse and inf ill of existing sites for appropriate residential, commercial or industrial uses. Infilling is the most cost effective form of development. Development of raw land is usually tempting but it increases the cost of infrastructure and results in piecemeal development.
17. Encourage more intensive development along major streets and highways with appropriate access to protect public safety and welfare. The purpose is to target heavy development in selected areas rather than indiscriminately placing the development.
18. Develop policies and plans to guide the development densities along major traffic corridors. Such policies should govern the number and width of access points, speed limit, traffic signals and intersection design.
19. Residential development should be of a character and density to avoid over concentration of high density residential units while accommodating affordable housing units. Apartment locations, within the city, in recent years have occurred toward the fringe at relatively high concentration. These locations may not be the most appropriate in terms of availability of supporting facilities including park and recreation, ease and access to services and places of employment.
20. Commercial development should be appropriately located as to the type and service to minimize the conflict with residential development. Buffering and transitioning improves the appearance of the area and reduces conflicts stemming from vehicular traffic and noise.

21. Community and regional shopping facilities should be located along major thoroughfares with sufficient access, turning bays, signalization and channelization to minimize conflict with through traffic while serving the public efficiently.
22. Commercial and regional shopping facilities should be planned carefully so as to minimize impact on adjoining lands and uses by employing sufficient open space separation, workable transition, buffers including landscaping and fencing.
23. On the city's near south side industrial uses have heavily penetrated into residential and retail commercial uses, creating a conflicting land use pattern visually and spatially. It is desirable to group industrial uses according to the use, function, and need, to avoid similar situations in the future. When there are opportunities for relocating some of these industries, planning and rezoning of the land to compatible uses are necessary.
24. The area to the north of Highway 210 is consistently developing for industrial uses and should be considered as industrial region of the Red River Valley. Uses incompatible or conflicting with industrial activities should be discouraged as the area expands to accommodate more industrial activities. Development of residential areas in the industrial region should be discouraged to avoid future conflicts.
25. To the west, expansion of industry along Highway 13 should be discouraged as the decisions of today pose problems for tomorrow. While the highway frontage shows potential for highway commercial and industrial uses, care must be exercised to promote a system of land uses which does not create undue difficulty for locating future transportation

routes on the west side of the city and such a system does not diminish the potential of the adjoining lands for continuous and orderly development of the city.

NEIGHBORHOOD PLANNING

A cluster of residential units and support services make up a neighborhood. Neighborhoods are major building blocks of a community. They are dynamic entities like people. In fact, aside from the physical dimensions, neighborhoods are people. They are the images of a community through time. They all have one thing in common and that is they all change over time. Boundaries of neighborhoods get interpreted differently by different people. Each household becomes a center of a neighborhood as far as the householder is concerned. When the neighborhoods age, everything around it ages too, unless there is an areawide upkeep program that area residents support and implement.

Goal

To enhance and maintain the quality of the existing neighborhoods in Wahpeton and correct the deficiencies and problem areas created by penetration of incompatible uses.

Objectives

1. To maintain a pattern of neighborhood development that includes living environments suitable to a variety of needs of the residents including privacy, convenience, safety, property protection, beauty and diversity.
2. Discourage conflicting uses that physically divide the neighborhoods.
3. Encourage a well balanced range of housing opportunities, recreation and other supportive services to make self sufficient neighborhoods.

Policies

1. Encourage neighborhood planning and involvement. Encourage the citizens to become involved in neighborhood for beautification, neighborhood watch, general clean up and property improvement.
2. Discourage excessive traffic through residential neighborhoods. Through traffic divides up the neighborhoods and reduces the safety and convenience of the residents.
3. Encourage rehabilitation of older and physically deteriorating housing units and structures and seek incentives to energize private action. Modest incentives trigger excitement and pride in property owners which over time becomes a positive force for renewal of old neighborhoods.
4. Avoid programs and policies that would force people to move due to high cost of services or property taxes. Increasing cost of improvements may be beyond the financial ability of some property owners and usually is not a positive approach in property ownership and neighborhood development.
5. Upgrade and maintain neighborhood public facilities including streets, water and sewer. Well maintained public facilities encourage residents to reinvest in their property and maintain it.
6. Consider requiring sidewalks in new neighborhoods and encourage their installation in existing neighborhoods. Sidewalks are safety features for separating pedestrians and cars particularly the school children. Sidewalks are also a play area for children and exercise areas for all age groups.
7. Provide an orderly transition of land use at the edges, from one neighborhood to the next. Good transition helps to keep the neighborhoods together and discourages penetration of incompatible uses.

8. Encourage coordination of efforts among neighborhoods to avoid adverse effect on land use, traffic, public facilities and services.

PUBLIC FACILITIES AND SERVICES

Development of new land is a complex process and the key element to a successful project is location, timing, cost and availability of public services. Also, as any part of the city ages the public services need replacement and maintenance. Public services including water, sewer and streets attract development.

Goal

The public services and facilities should be used for the long term benefit of the city for accommodating new growth and development while serving the existing development.

Objectives

1. To establish an urban service area for providing equitable service to the existing and new development. The urban service area is to be defined as an area both inside and outside the city including lands within one mile of the city limits over which the city has extraterritorial zoning jurisdiction. The industrial region to the north of Wahpeton, however, is an exception.
2. To provide a full range of urban services within the city at a cost comparable to other communities in southeastern North Dakota and western Minnesota.
3. To extend public services to areas which prove cost effective for paying the cost of utilities.
4. To utilize the public services as a negotiating tool to enhance and improve the economic interest of the city.
5. To stage the development of public services in a fair and cost-effective manner.

Policies

1. Limit the extension of public services to areas within the city limits. Standards for service area should include:
   a. availability and capacity of public services
   b. location, use and cost of services
   c. ability of the area to pay the fair share of services, consisting of such costs as extension of services and maintenance
2. Use existing capacities in public utility system efficiently by dividing the community into districts within the service areas. Examine the need for expansion of public protection in terms of response time considering the natural and human made barriers i.e. roads, railroads etc.
3. Avoid extension of public utilities to large areas of undeveloped land without a specific development plan to measure the overall impacts. Prior to granting of zoning and utility extension, require a development agreement to address a detailed explanation of the development plan, its phases, cost of utilities and services, annexation schedule, the responsibilities of the city and the developer, and a surety system to protect the interest of the City of Wahpeton in the event of the project default.
4. Evaluate and monitor the capacities in the public utilities to accommodate the anticipated future employment and population
5. Coordinate planning and development efforts with the School and Park Districts, Richland County and state agencies. As mentioned before, public facilities such as parks and school attract mew development. Coordination for placement of such facilities reduces the potential for costly and premature development.

6. Encourage and support efforts of the Wahpeton Park District for advanced planning for locating appropriate park and recreational facilities in newly developed areas through dedication of land or money in lieu of.
7. Encourage and support the efforts of the Wahpeton Park District to develop a facilities plan for linking the various recreational sites for ease of access and safety, particularly for children and elderly.
8. Encourage the Wahpeton Park District to plan for new park and recreational facilities in areas with potential residential growth to accommodate the long term needs of the city.
9. Because of the short term and long term cost of investment in public utilities, facilities and services and their influence on the development pattern, careful planning and siting is very important. A public facility planning and siting process should be established among city, county, and state agencies including school district and park district. Plan to develop the west side interceptor sewer to meet the long range need of the city expeditiously. Require new development west of Highway 210 to be connected to the west side interceptor sewer.
10. Examine alternatives for construction of a new waste water treatment facility within the next 5-7 years.
11. Make plans for increasing the water storage capacity and also update the water treatment plant control system within the next 2-3 years.
12. Tailor programs for specific development, with reduced cost of special assessment, to encourage neighborhood redevelopment, downtown improvement and those new areas which have specific plans and programs for development.

TRANSPORTATION

Good transportation is the life blood of a community. It provides accessibility and mobility for people and places. Wahpeton has excellent ground transportation system for connecting it to other cities in the state and beyond. The primary mode of ground transportation for people is automobile. For transporting goods and services rail and truck are the main components.

Goal

Wahpeton must, at all times, maintain a reliable and well integrated transportation system.

Objectives

1. To provide safe, convenient and efficient transportation services to meet the needs of all people in the city.
2. To realize the full potential of existing transportation facilities and services through an effective management, and continuing improvement.
3. To coordinate closely, the city's effort with Richland County's and North Dakota's for air transportation, general transportation and special transit for the elderly and the disabled.
4. To utilize the existing transportation facilities and services efficiently.
5. To plan for a street and highway network which would guide the type of uses and growth pattern of the community. The advanced location of arterial streets facilitates the type and diversity of development without jeopardizing the public safety or convenience.
6. To provide for the parking needs in the city and assist the downtown group and businesses to meet the growing parking needs.
7. To evaluate the function of major traffic corridors periodically to maintain an up to date system.

8. To plan for meeting long range transportation of the city.
9. To plan ahead for new major streets to facilitate the growth of the city to the north and west.

Policies

1. Designate and preserve the needed travel corridors that can serve the city now and in the future. The existing traffic corridors include 4th Street N., 11th Street N., 16th Ave. N., 11th Street S., 6th Ave. S., Dakota Avenue, Highway 210 by-pass and N.D. Highway 13. Other major city streets also deserve careful attention as Wahpeton grows and the vehicular and pedestrian traffic increase. Future corridors such as County Highways 8, 10, and 87 on the north side and a circumferential highway system proposed in the transportation section should be planned for in advance of development.
2. Encourage timely maintenance programs to preserve the existing roads and streets and increase safety. Capital improvement programming and multi-year budgeting would assist in establishing a system of priority for timely improvement.
3. Provide safe and efficient street system to meet the needs of all people who live, work, shop and seek services in Wahpeton. Presently, the east-west movement in the central part of the city is seemingly posing difficulties for continuous flow of traffic. Similarly, there is a growing conflict between auto traffic and rail traffic in the downtown areas posing delays, safety and convenience questions. The location of Clinic, particularly, poses difficulty for the health care providers for speedy access of vehicle and health care personnel to and from the hospital. Likewise, the north-south movements, which at this point are limited to Fourth and Eleventh Streets and Highway

210 need to be periodically examined. Highway 210 is functioning as a city street and a bypass but needs a plan for management of its intersections with other streets. Future north-south arterials are needed to provide for the future development west of Highway 210. Also, east-west arterials are needed on the north side to provide direct access to the industrial region and connect with the north-south arterials west of Highway 210, to connect to Highway 13.

4. Maximize the full potential of the existing streets through effective management and maintenance. Efforts for continuous traffic management and intersection improvement are essential.
5. Develop a street network that produces positive impacts on the social, economic and physical environments, and energy conservation, and yet provides safe, convenient and comfortable pedestrian circulation.
6. Maintain an up-to-date functional classification system of streets and roadways and encourage heavier traffic to use arterial routes.
7. Stage the extension and expansion of streets and highways to encourage compact, cost effective and energy-efficient development.
8. Consider natural features and areas unsuitable for development in the design and location of streets and roads.
9. Avoid undesirable impacts of the heavily traveled streets on residential areas. Extension of Eleventh Street would help in removing the present congestion.
10. Plan to use the existing streets and roads in the most efficient manner instead of building new ones.
11. Reserve sufficient right-of-way to allow for future streets.
12. Provide street and roadway access control measures to preserve the travel

capacity. Development of vacant land should be based on reexamination of the present and future functions of the roadways.

13. Preserve the rail corridors to minimize the conflict with street transportation or adjoining uses. Study the effects of automobile and rail conflict for potential solution of access and safety problems and plan for grade separation at 16th Ave. N., 11th Street S., 6th Street S. and other railroad crossings that impede convenient and safe movement of traffic.
14. Encourage the railroad companies to coordinate their freight expansion plan with the city to reduce conflict with automotive and pedestrian traffic.
15. Provide for safe and convenient airport facilities and coordinate land use activities with the Airport Authority.
16. Discourage land uses in the vicinity of the airport that are incompatible with airport uses and activities, and south side neighborhoods. Certain small compatible industrial uses may be located near the airport provided that all functions and storage are conducted inside of the appropriately designed structures. Larger industries should be encouraged to locate in the emerging industrial region on the north side.
17. Plan for a circumferential highway system to meet the city's need for 15 to 30 years in advance. Develop minor-major arterial streets west of the Red River, extending to Richland County Highway 8 and to the east across the river. Plan for east-west and north-south minor-major arterial streets for serving areas west of State Highway 210. The circumferential highway, on the south side of the city should be located at least one mile south of the airport property.
18. Evaluate the function of State Highway 210 as a by-pass. This highway has become a city street and needs to be carefully studied as the

development expands from the interchange with State Highway 13 to its extension across the Red River into Minnesota.

19. For compact development, especially for constructing the affordable housing, require less right-of-way and design alleys for access to the properties from behind.

IMPLEMENTATION

CAPITAL IMPROVEMENT PLAN
CODES AND ORDINANCES

Zoning Ordinance

Subdivision Regulations

CAPITAL IMPROVEMENTS PROGRAM

Definition and Objectives
Overview
Priority System
Limitations
Public Utilities
Streets and Highways
Capital Equipment Program
Financing
Process
Administration

CAPITAL IMPROVEMENTS PROGRAM
1997-2001

Definition and Objectives

Capital improvements program is a plan for capital expenditures for meeting the annual public improvement needs of Wahpeton over a five year period. As a planning tool, it identifies projects that need attention and sets forth a schedule and a means of financing them.

The function of the capital improvements program are to: (1) link the fiscal capability of the city to its comprehensive plan for physical development; (2) estimate capital requirements in the foreseeable future (usually 5 years); (3) schedule all capital projects with proper analysis; (4) budget for projects and develop a revenue schedule; (5) coordinate activities of various functions of the city to maximize the public investment; (6) monitor and evaluate the project, and: (7) inform the citizens of the nature, cost and reasons for undertaking such project.

Capital improvements reflect major policy choices for Wahpeton, which is at the threshold of major employment and population growth. High costs of such projects as water, sewer and streets and the concern for the most efficient use of the dollars are sufficient reasons to follow a planned direction. The high cost of infrastructure goes even higher when the economic forces of sprawl and lack of comprehensive planning dominate the decisions for land development. The linkage between capital projects with community plans and policies is complex. Understanding the impact of routine decisions related to capital projects sheds light on why a community like Wahpeton needs a whole host of improvements

in its infrastructure in the next 10 years. Everyone sees the changes in the intensity of industrial development. If this intensity is placed in a time and location perspective, it becomes more clear as to why Wahpeton needs major improvements at specific locations to capture and accommodate a part of this growth efficiently.

Capital improvement programming process is a tool for identifying the city priorities for improvement by a designated time frame, including source and type of funding. Very seldom a governmental entity has the resources to meet all of its needs. Therefore, priority decisions must be made as to which projects would be considered for improvements and when.

The basic objectives of capital improvement programming are: (1) to develop a system of priorities for annual improvement, based on the source and availability of funds; (2) to advance the principle of multi-year budgeting for services, particularly those services such as water, sewer and solid waste which largely rely on income from the services; (3) to examine the physical and fiscal impact of improvements for the long term interest of community growth; (4) to systematize a process for making those improvements which are cost effective; and (5) to allow annual review time for project evaluation in light of changing conditions and priorities.

Typically, a unified capital improvement program involves fiscal impact analysis. Fiscal impact is evaluated on the basis of cost and benefit to the community as a whole, even though the direct beneficiaries are often individual property owners. The basic municipal services identified in the capital improvement

program include: (1) general buildings and structures; (2) public water system including source, treatment, storage and distribution; (3) sewerage system including collection, treatment and disposal; (4) solid waste collection and disposal; (5) drainage system construction and maintenance; (6) streets and highways; and (7) capital equipment for police, fire and other city departments.

Overview

Capital improvements programming helps the city to make continuous improvements across the board to all public utilities and, therefore, avoid the problems of facing deferred improvements which are usually costly. By targeting projects annually, the city will be in a position to choose among those priorities that address both short term and long term community needs. For example, the City of Wahpeton has very limited sewer capacity to serve the area west of N.D. Highway 210 by-pass. A west side interceptor sewer has been discussed in the past several years. This line is vitally important for the future development of the city. The reason for deferment, thus far, has been unavailability of funds and the fact that this area is outside the city. But we are at a point that this interceptor is needed within the next 2-3 years regardless of which growth plan the city adopts. At the same time the wastewater treatment facility needs to be expanded and upgraded. The city needs to plan for a mechanical treatment system to treat a larger volume of wastewater from the anticipated residential and commercial development. In designing the new wastewater treatment system consideration should be given to a large regional facility in light of the growing industrial region. While industries such as Minn-Dak and ProGold, because of producing a large volume of concentrated wastewater, need to continue separate treatment, the city should prepare for

accommodating new industries which pose less demand on this service. The slowest rate of growth, demands construction of this interceptor. But, the land on which this line is to be built is largely outside of the corporate limits and any local cost sharing must address the complex questions of what are the benefiting properties and how much and who should pay for their shares. The city also has limited storage capacity for water. Within the next 3-5 years, there is a need for adding a 500,000 gallon elevated storage system while targeting other locations for developing further capacities. Likewise, the present pattern of the city's circulation requires additional north-south arterials to reduce the traffic impact on 4th and 11th Streets. At the same time it is necessary to separate the industrially generated traffic and through traffic from local traffic and avoid intrusion on the residential areas. Intersection improvements particularly in the fringe area are needed. Presently, the intersection of 16th Avenue N. and Highway 210 by-pass is posing problems in traffic movement. A mix of automobile and trucks complicates the turning movements. Similar problems exist at the intersection of 11th Street, 9th Street and 4th Streets which indicates problems with the existing pavement width, the turning lanes and the speed limits. To a smaller extent, similar conflict exist in the downtown area due to the conflicting traffic situations along streets and avenues, especially at the intersection of two one way north-south streets. Access to the central and north side from the south side is becoming more difficult. Consideration needs to be given to construction of underpasses at 11th Street S. and 6th Street S. to reduce the auto-rail conflict in the downtown area, as most of the developable and contiguous lands are located on the west and southwest sides of the city.

These illustrations highlight some of the projects which the city must initiate to meet the needs of a growing city. There are many other projects ranging from maintenance to construction of new water, sewer and streets. If the city chooses to adopt a faster growth plan than the existing trends, these needs become even more urgent. The community needs assessment provides a general testing of the issues needing inclusion in the capital improvement. While many of the identified needs by the city officials, business community and citizens need to be addressed by other public and private entities, a major share of physical improvements are within the regular municipal jurisdiction of the city.

Priority System

Criteria for setting priorities help in the decision making process in targeting specific projects. The value and timeliness of a public project for utilities and facilities should be based on the short term and long term benefits to the city. Also, the priorities relate to the sources of funding. Local funds have limited elasticity and require realistic and fair priorities to the benefit of at least an area if not the whole community. Location and significance of a project become major factors in establishing a priority criteria. Financial ability and source obviously are important elements in the process. The decision on priority selection should be also based on balance in the pattern of land use and relationship of the uses with each other. The following criteria are designed for establishing project priority for Wahpeton. The questions are designed so that the yes answer is consistent with the comprehensive plan.

	Yes	No	NA
Should this project result in growing resident population?			
Is this location the most suitable for the project?	Yes	No	NA
Is this project consistent with the city's comprehensive plan?	Yes	No	NA

	Yes	No	NA
Would this project result in contiguous development?	Yes	No	NA
Would this project stimulate compatible development?	Yes	No	NA
Would this project result in noticeable tax base increase?	Yes	No	NA
Would this project generate premature development?	Yes	No	NA
Would this project add to convenience and comfort of the citizens as a whole?	Yes	No	NA
Is this project of community significance?	Yes	No	NA
Is this project financially feasible?	Yes	No	NA
Does this project need to be financed locally?	Yes	No	NA

Yes = 1 point, No = 0 point, NA removes the question from the total score. A total of 70% is needed to establish a priority.

Limitations

Not all public facilities in Wahpeton are under the city's jurisdiction. There are independent park and school districts with separate taxing and funding responsibility. The state of North Dakota by virtue of interest in higher educational facilities, highways and other control and management area has separate and influential role in community development. Also, the utility companies, under the state laws have certain roles in urban development. Townships, where the future growth of the city takes place are also separate governmental entities. This complex web of jurisdictional authority requires much coordination in implementation of policies. For example, the tax exempt nature of these public bodies exclude over 50% of the developed Wahpeton for tax base sharing. This is not to minimize the excellent services provided by these entities in Wahpeton. Also, when the city installs facilities outside of its corporate limits, it can not assess the cost to the adjoining properties. If the city establishes a service district how should it provide services to the area without

over burdening the tax payers within the city who have continuously paid for water, sewer, street, schools and parks through the years. The solution although complex, lies in policies for not providing utility services outside the city, unless there is an annexation agreement among the property owner(s), the City of Wahpeton and the township(s). The complexity of the issues in capital improvement programming extend to intergovernmental cooperation and coordination and becomes a key element in comprehensive community planning and development.

Public Utilities

1. West Side Interceptor Sewer

There is virtually no sewer capacity on the west side of Highway 210 by-pass. The south west side of the city is also experiencing similar situations. The present capacity is sufficient to meet the needs of the existing and platted residential subdivisions and the existing and future commercial uses on the south and east sides of Highway 210 by-pass. A new interceptor on the west side was recommended by the Consulting Engineers and Public Works Staff in 1989. Such an interceptor should be designed to meet the needs of 9,000 population equivalent with an approximate service area of 2,500-3,000 acres on the west side and southwest side of Wahpeton. The potential corridor for this line would be 1-1 1/2 miles west of the RRV & W railroad tracks. This line should be extended south and south west to serve the new areas west of Richland County Highway 127 which would likely become largely a residential neighborhood. Detailed engineering feasibility studies are needed as to the exact location and service area. Construction of this line in one stage is desirable but due to high cost it needs to be

phased over time. Phasing, however must be based on selection of the most suitable lands for residential areas. Residential sites are the most urgent development part of the city. Industrial uses will be directly accommodated by this line as it passes through the southern part of the industrial region. The cost of this interceptor is estimated at 4.3 million dollars to be spread over 20 years (See Table 1).

2. New Wastewater Treatment Facility

The present wastewater treatment system in Wahpeton is at near capacity and needs to be expanded and improved within the next 5-7 years. Should the city stimulate more growth, this facility will be needed sooner. In view of the anticipated municipal and industrial growth in wastewater, it is prudent to design and build a mechanical system with a population equivalent of 15,000 with expansion potential for 20,000 population equivalent. There are many advantages in locating this facility near the existing sewage lagoons. Because of the high cost of a new mechanical treatment system, it may be practical to build it in two 10 year phases (See Table 1).

The feasibility study for the new treatment plant with a cost of about $10,000 should be completed in 1998, and the detailed planning to begin in 1999 and be completed in 2000. The cost of the design plan will be about $500,000 to be spread over a two year period (See Table 1). The actual construction should begin in 2001 and the cost be spread over a 20 year period. Also, there is a need for about 9,300 linear feet of collection system, the construction for which should commence in 1998 and the cost to be spread over several years at approximately $140,000 annually. Lift stations

Table 1

CITY OF WAHPETON

CAPITAL IMPROVEMENTS PROGRAM

1997-2001

Project Type: Wastewater System — Department: Public Works

Project No.	Project Description	Cost Estimate ($1,000) 1997	1998	1999	2000	2001	Funding Source
PWD-1	Feasibility for waste-water Treatment Plant		10				Local
PWD-2	Design Plan for Wastewater Treatment			250	250		Local
PWD-3	Collection System 9,300 linear feet		140	140	140	140	Local
PWD-4	Lift Station # 1		28	15	15	15	Local
PWD-5	Lift Stations # 4 & 5 (a)						Local
PWD-6	Manholes (20)		30	30	30	30	Local
PWD-7	West side sewer interceptor (b)	16	233	256	257	258	Local (low interest loan from Bank of ND)
PWD-8	Existing bond payment for sewer improvement	141	137	132	125	120	Local
	Total.	157	578	823	817	563	

* Wastewater Treatment Plant cost to be finalized after completion of design.

(a) Needs improvements after 2001, $70,000 per station.

(b) Total construction is 4.3 million dollars to be spread over 20 years.

number 1, 4 and 5 also need improvement beginning in 1998 through the year 2000 (See Table 1). About 20 of the manholes need improvement to avoid further deterioration.

3. Additional Water Storage

   The present storage for public water in Wahpeton is in need of expansion. Since the population growth and industrial expansion is eminent in Wahpeton, the city should begin the process for expanding the water storage capacity by 500,000 gallons within 2-3 years. The type and location of storage needs to be determined by the land developability. A west side location seems the most desirable at this time, although the land developability for residential and support uses remain a major element in site selection (See Table 2).

4. The present control system in the water treatment plant needs improvement and should be updated in 1997 (See Table 2).

Streets and Highways

1. Reconstruction of Highway 210 by-pass

   This road, initially designed as a by-pass, has become a major city street in recent years, even though it carries a large volume of truck traffic and some through traffic. There are numerous problems with the existing intersections on this street particularly at those locations where the truck traffic is the heaviest. In addition, the present paving is aging and lacks sufficient width for safe turning. The speed limit should be reduced in the lower section to establish compatibility with the residential development on the east side. A

Table 2

CITY OF WAHPETON

CAPITAL IMPROVEMENTS PROGRAM

1997-2001

Project Type: Water System — Department: Public Works

Project No.	Project Description	Cost Estimate ($1,000)					Funding Source
		1997	1998	1999	2000	2001	
PWD-10	Elevated Storage 500,000 gallon		50	50	50	50	Local
PWD-11	Water Plant Control		100	100	20	20	Local
PWD-12	Water Distribution System	100	200	200	200	100	Local
PWD-13	Existing bond payment for water improvement.	64	68	66	65	64	Local
	Total	164	418	416	335	234	

detailed analysis of this road is needed before large sums of money are committed for new paving and temporary intersection improvement. Being one element of highway transportation, Highway 210 by-pass must be examined along with extension of Richland County Highways 8 and 10. Intersection with 16th Avenue N. is becoming difficult and needs to be examined for better traffic management in the near future. This intersection carries a large volume of truck traffic and is expected to remain very active as the residential, commercial and industrial areas in the vicinity expand. the necessity for grade separation at RRV & W tracks and 16th Avenue North, has been extensively discussed before. It should be regarded as a part of the Highway 210 corridor improvement.

2. Street Improvement and Maintenance

   Annual street improvement and maintenance consisting of paving, overlay, and new construction in Wahpeton has been done consistently in the past. The condition of the streets are generally good but need improvement in the coming years. It is estimated that annual improvement costs in current dollars is about $550,000 per year (See Table 3).

3. Grade separation for 11th Street S. (Richland County 127),

   Location of a medical clinic, a major food store and a department store, west of 11th Street S. poses many conflicts between the rail and automobiles. As the rail volume increases, there would be more difficulties to travel to and from these facilities from the north side. This issue was extensively addressed by a new study undertaken by St. Francis Medical Center located in Breckenridge. In addition, if the area south of 4th Avenue S. and west of

Table 3

CITY **OF WAHPETON**

CAPITAL IMPROVEMENTS PROGRAM

1997-2001

Project Type: Streets							Department: Public Works
Project No.	Project Description	Cost Estimate ($1,000)					Funding Source
		1997	1998	1999	2000	2001	
PWD-20	Paving	44	44	44	44	44	Local
PWD-21	Overlay	131	131	131	131	131	Local
PWD-22	New Construction	381	381	381	381	381	80% State 20% Local
	Total	556	556	556	556	556	

11th Street becomes available for residential development, there would be more difficulties in reaching downtown, NDSCS, schools and park without separating the grade at RRV & W tracks. This improvement also facilitates access to the airport.

4. Grade Separation at 6th Street S.

Numerous at grade crossings in the downtown area has made access to the services and facilities on the north side difficult for the residents and businesses on the south side. Lack of access, together with poor land use on the south side, has created a complex mix of residential densities and businesses. In some ways, the south side looks like a neglected area as a neighborhood. Many of the fine single family homes are negatively affected by improper location of multi-family housing units and incompatible businesses. A grade separation at 6th Street S., would not only improve the circulation pattern and access, but also offer opportunities for neighborhood planning to correct the existing incompatibilities in land use.

5. Reconstruction and Extension of Richland County Highway 8

This highway which forms the western limits of the emerging industrial region, would be a key north-south arterial in the area. Extension and connection of this road via an interchange with ND Highway 13 is essential for diverting traffic to the circumference of the city rather than through it. Additionally, this improvement would provide better access to the lands west of the RRV & W railroad tracks. Longer range consideration for grade crossing with two other sets of railroad tracks needs to be made. Richland County has begun making improvement on the north side of this highway. It

should be encouraged to make additional plans for further improvements of this road to ND Highway 13 within the next 3-5 years.

6. Reconstruction and Extension of Richland County Highway 10.
   Improvements for a section of this highway south of Minn-Dak Plant is underway. This highway needs to be extended to 1-29 to the west and to U.S. Highway 75 to the east with a bridge across the river. An east-west arterial for serving the industrial region is needed to further reduce the heavy truck traffic from Highway 210 by-pass. As the industrial development proceeds in this area, this arterial highway would offer a valuable service as a buffer among industrial uses and also provides direct access to other major roads (1-29 & U.S. 75). Access to the abutting properties should be limited to interior streets, in order to maintain the integrity of this road.

7. Provision of off-street parking in downtown.
   Since 1982, the city has committed nearly 12 million dollars to improving the services and structures in the downtown area. In several interviews, the need for expansion of off-street parking was emphasized. The city, as a part of its effort for helping maintain a vibrant downtown, should periodically evaluate needs for off-street parking and provide for it.

Capital Equipment Program

Capital Equipment Program, like the capital improvement program, is designed to develop and maintain a system of equipment, parts and accessories to enable the city to perform its tasks efficiently and punctually. Rolling stock and equipment for street, sewer and water maintenance needs to be repaired,

replaced and changed to respond to all emergency conditions as well as the routine maintenance. Much of the programmed repairs are conducted during the warmer times of the year. Frequently, the equipment and rolling stock are used year round in response to emergency situations and regular usage.

1. Public Works Capital Equipment

   The Public Works Department, which has the sole responsibility for maintaining streets, water and sewer system, needs a diversified number of up-to-date equipment as listed in Table 4. It must be emphasized that an annual evaluation of the capital equipment is necessary to maintain a reliable system when needed. Some expenses are a one time investment, others, based on the nature and use of equipment require annual upgrading and replacement.

2. Police and Fire Departments

   For adequate public protection, an appropriate number of specially equipped cars and trucks are needed on a continuing basis. The Fire Department has its own mill levy and is not included in this capital budget. The Police Department's largest capital expenditure is the maintenance and upkeep of a fleet of patrol cars. Other needs, such as replacement of radio communications system and computers are periodic (See Table 5). Some facilities, such as the cold storage building will be shared by the Public Works Department and is considered a one time investment.

Table 4

CITY OF WAHPETON

CAPITAL EQUIPMENT PROGRAM

1997-2001

Project Type: Equipment — Department: Public Works

Project No.	Project Description	Cost Estimate ($1,000)					Funding Source
		1997	1998	1999	2000	2001	
PWD-30	Loader	24.2	24.2	24.2	30		Local
PWD-31	Grader	19					Local
PWD-32	Concrete Floor	2.5	2.5				Local
PWD-33	Cold Storage Building		67.5				Local
PWD-34	1 Ton Truck	15			15		Local
pm-35	Snow Blower		40				Local
PWD-36	Snow Plow Truck		26		28		Local
PWD-37	Tractor		7				Local
PWD-38	Street Sweeper			22.5	225	22.5	Local
PWD-39	Sander			6			Local
PWD-40	Single Axle Truck			30			Local
PWD-41	Used Motor Grader			45			Local
PWD-42	Building Addition					80	Local
PWD-43	Bucket Truck (Used)					10	Local
PWD-44	Small Roller					8	Local
PWD-45	Hard Surface Shop Lot					18	Local
PWD-46	Mower					1.5	Local
	TOTAL	60.7	167.2	127.7	95.5	140	

Table **5**

CITY **OF WAHPETON**

CAPITAL EQUIPMENT PROGRAM

1997-2001

Project Type: Squad Cars				Department: Police			
Project No.	Project Description	Cost Estimate ($1 000)					Funding Source
		1997	1998	1999	2000	2001	
P-1	Squad Cars	32	34	18	36	19	90-10 Federal Local Crime Bill
P-2	Radios (6 two way)	15					90-10 Federal Local
P-3	Computer Equipment PC & Programs	8	8	4			90-10 Federal Local
P-4	Storage Building		67.5				Local
		55	109.5	22	36	19	
	Total						

* Crime Bill is 90-10 Federal Local

* Edward Byrne Memorial State Fund is 72-28 ratio

P-3 (1) County is also redoing computers, existing system is 9 years old and needs replacement.

P-4 * Police Dept. needs a new storage building within 2-3 years 40'x100': to be shared by Public Works

Financing

One of the most popular methods of financing public facilities is revenue bonding. The bond provides for the needed construction and the revenues from the services retires the bond over a specified period of time, unless, other funds such as grants, sales tax or special allocation from outside sources are available. The revenue bond is the major source of funding to be paid off by the benefited properties. This, however, becomes a complex issue at times, as the state laws for protection of rights of the property owners, impose limitations on ability of the city to levy special assessments on property owners particularly in case of street improvement. If a project, such as the proposed west side interceptor sewer is located outside of the city, the project becomes even more complex for actual implementation. But the necessity has been always a major impetus for new initiatives, which the City of Wahpeton needs to address in the coming months. There are other sources of potential funds including a new infrastructure sales tax specifically allocated for new construction and maintenance. The present municipal mill levy is the fourth highest in the state and has little room for expansion in the near future and must be augmented and reduced by other funds. User fees also need to be adjusted to reflect the actual cost of services provided by the city. The city at all times, should keep the service fees current to avoid sudden and large increases. The annual adjustment at the level of consumer price index helps keep the fee system up- to-date and avoid sudden and larger increases. Other sources of funding include: (1) pay as you go from the current revenues, such as general taxes, fees, service charges, and special funds; (2) reserve funds, accumulated in advance for specific projects; (3) general obligation bond, relying on the general taxing capacity of the city; (4) special assessment, which relies on

revenue bonds; (5) state and federal grants or loans, and (6) tax increment financing. It is recommended that the city use many of the available financial devices to create a large leverage with the least pressure on the tax payers of Wahpeton.

Tables 1-5 identify the city's need for the years 1997-2001 by type of facility such as: (1) streets including reconstruction, overlaying, paving and seal coating; (2) water system including treatment, storage and distribution; (3) sewerage system including line replacement, pumping stations, and new interceptor; (4) other capital items identify needs of the city by department or specific project. These tables should be kept up-to-date and used as working tools to help the city in its annual budgeting process. As an important component of the municipal financial planning multi-year budgeting is also a parallel path the city needs to take. With a broad range of needs on the horizon, Wahpeton should plan ahead for its finances as it plans ahead for land use, utilities, streets and public facilities. Multi-year budgeting becomes an important tool for setting priorities for meeting the needs for tangible services such as infrastructure as well as intangible services such as public protection.

Long Range Financial Plan

The foregoing discussions address a wide range of needs to be met in the next five years. During this period, we anticipate moderate improvements in the infrastructure system. Since we predict a much faster growth beyond the year 2000, we need to make intensive preparation to meet Wahpeton's needs for the next 10-15 years. This section highlights the city's needs for improving: (1) traffic and circulation; (2) wastewater facilities; (3) water system; and (4)

drainage system. Historically, most communities design these systems for 30 years and longer.

A. Traffic and Circulation

1. ND Highway 210 by-pass

   One of the key problem corridors in Wahpeton is N.D. Highway 210 by-pass. This corridor, presently, is serving as a city street, although it still has a by-pass function and a major route to connect to Breckenridge, Minnesota. Its pavement width and conditions, and its intersections with, 14th Ave. N, 16th Ave. N, 11th Street North and 4th Street North indicate a major need for improvement. This corridor, also, serves a principal arterial and a major gateway to the emerging industrial region in North Wahpeton and expanding commercial and residential along the west and southwest of Highway 210 by-pass. To serve the long range needs of the city, this street needs to be comprehensively rebuilt to urban street standards with four lane pavement, turning bays, curb and gutter and controlled intersections. The cost of this improvement would range from $5,500,000 to $7,500,000 depending on the design features.

2. Richland County Highways

   Richland County Highways in and around Wahpeton are important part of the city-industrial region transportation system. The county, recently, has made major improvements to highways 8,10 and 87. Additional improvements including a bridge across the Red River of the North is needed to accommodate the growing industrial traffic within the next 10 years. Richland County Highway 8, as a major north-south arterial, should be extended south to connect to ND Highway 13. This highway would serve as a beltway on the west side of Wahpeton urbanizing area.

The southward extension of this highway crosses two sets of railroad tracks and needs attention as the area to the east of it develops. Richland County Highway 10 extension westward and ultimately to 1-29 would be a highly desirable element for the future transportation in the area. The cost per mile depends upon the geometric, availability of right-of-way, railroad crossing and intended design capacity.

3. Auto-Rail Conflict

Three intersections of rail and streets are problematical and are barriers to the smooth flow of traffic. In the land use and transportation sections, we emphasized the need for grade separation at 11th Street South, to provide uninterrupted access to the commercial and health care facilities on 4th Avenue South. Likewise, we emphasized a similar need for 16th Avenue North. Grade separations (under passes) are complex and expensive. Similar improvements in Fargo, North Dakota, are estimated at above $4,000,000 per crossing. Eleventh Street South railroad crossing, because of closeness to Dakota Avenue (ND Highway 13), would particularly pose physical challenges in design. In addition, during construction, there is a need for alternate routes to maintain access to the commercial and health care services. Sixth Street South, in light of the projected rail traffic volume, is also another candidate for grade separation but not as critical as the other two. Interim steps for improving grade crossings would help, but the real solution lies in grade separation.

B. Wastewater System

1. Treatment Facilities

The present lagoon system would adequately serve the city with a

moderate growth. Extensive growth, including additional industrial expansion, would require major changes between 5-10 years. A new system, typically a mechanical plant, should be designed to meet the city's need for 20-25 years ahead. A new wastewater treatment plant with a capacity of 3.5 million gallons perday is expected to cost between $12,500,000 and $15,000,000. The present lagoon system would be maintained for additional storage and tertiary treatment.

2. Collection System

The condition of the present collection system needs to be determined in order to schedule the needed replacement. Average cost for replacement ranges between $300,000-$400,000 per mile, exclusive of the total pavement replacement. It was pointed out that the planning for the west side interceptor sewer has already begun, and it is expected to be completed before 1999. The cost of this system is estimated at $4,300,000. This interceptor is essential to the future growth of Wahpeton. The design would consider a population equivalent of 9,000, largely for west and southwest Wahpeton. The location of this interceptor is an important factor for serving the new industries on the north side, as well as the new residential and commercial uses on the west and southwest sides.

C. Water System

1. Source

The present wells have adequate capacity for up to 3 million gallons per day. Should the need for more water arise, the aquifer system is easily reachable by changing the pumps or even new wells. Evaluation of additional water needs may be necessary in the year 2006.

2. Storage

   The present storage capacity is inadequate. A new storage with the capacity of 500,000 gallons is needed now and will be hopefully constructed at the same time with the west side interceptor (1998-1999). The cost of this storage facility is estimated at $750,000. Additional storage will be needed in the industrial region to the north and for the south west side of the city in the next 7-10 years. These projects should be a part of the targeted capital improvement program.

3. Treatment

   There is a need for updating the monitoring system although there is sufficient treatment capacity for the next 10 years. The monitoring system is planned to be updated during 1998-1999 at a cost of approximately $300,000.

4. Distribution system, in the new areas, will be designed and built as the development takes place. It would be ideal to design and build the larger water mains in connection with the west side interceptor. Since the water system, unlike gravity sewer, is always pressurized, there would be less complication, if the part are built as needed.

D. Storm Water Drainage

Complexities of a very flat landscape and jurisdictional issues pose challenging situations for drainage in the Wahpeton area. The county water resources management districts are legally authorized to oversee the drainage problem. Within the developable land area outside of Wahpeton, there are two separate drainage systems which need to be coordinated for efficient management of diffused waters. The city has a general design plan for the drainage of the lands within the city. For the lands outside of the city,

a detailed drainage plan with joint participation of the city and Richland County Water Resources Management Districts is needed.

E. Overall Cost

The overall cost of the above mentioned infrastructure would range from $37,000,000 to $42,000,000 with the actual city share to be $21,000,000-$24,000,000. This large sum indicates the need for a continuous capital improvement programming for 5 year segments. The maximum time line for these improvements is 20 years. A priority system within each segment of the capital improvement program would greatly enhance the position of the city within the limits of its resources.

F. Funding Sources

1. Special Assessment

The benefiting properties would be assessed to pay for improvements through a "pay as you go" method. For those projects outside of the city, this method is unworkable because of a lack of jurisdiction even though once a parcel of land is served by utilities there is a certain appreciation in value. The west side interceptor sewer's location, in the unincorporated area, illustrates the complexities of this financing method.

2. Citywide Projects

Improvements to major roads, expansion of water and waste water treatment are usually financed by city wide user fee increases. Several alternatives need to be considered for such projects.

Multi source financing systems, consisting of user fees and special fees, are commonly used for financing large projects. Especially designated funds are useful for construction and maintenance of the system.

Generally, each part of the public utilities should be self supporting as is the practice among the private utility industries. To achieve this, first, the fee system should be continually updated to remain current. Usually, small annual increases parallel with the rise in consumer price index (CPI), are more acceptable than less frequent but larger increases. The annual gain through adjusting the fees for Wahpeton should play a part to meet the needs of the overall utility system. It is a step toward self - sufficiency.

To finance the long term infrastructure needs of the city, it is essential to examine different but workable alternatives. Many communities in North Dakota and Minnesota are using a sales tax as a vehicle to finance public utilities.The City Council studied this option in the Fall of 1996. As a review, a one-half cent sales tax, according to the City Auditor, generates $300,000 per year. To generate the same $300,000 through general real estate taxes, additional 35 mills would be required. On the other hand, to reduce the existing property taxes, one half cent sales tax would result in a tax relief of $95/year for a house with a market value of $60,000 and $160/year for a house valued at $100,000. The other one half cent sales tax should go into an infrastructure improvement fund. This fund over a 20 year period, with an average growth of 8% would amount to approximately $15,000,000. This sum of money combined with user fees and special assessments would meet, for the most part, the long range financial needs of the city.

A broader and yet more workable alternative is to develop a process for identifying all potential sources of financing step by step during 1997 and before the 1998 budget period. The purpose of this alternative is to involved a group of elected and appointed officials to examine all aspects of infrastructure financing and seek public input for implementation. An adhoc committee consisting of the representative of the City Council, selected city boards and citizens should be appointed to begin the dialog in early 1997. It is recommended that the City appoint the Chairs of the Finance and Public Works Committees, the City Council President, the Mayor, two members of CDC, one member of EDC and 35 citizens representing the business community and the key industries. This committee should be supported with sufficient staff time for providing information and general administrative work.

Initially, the committee should review the present infrastructure and the future needs in two-three meetings to become very familiar with the existing system and methods of financing. Also, a review of other communities' approaches, including the overall cost of local government and tax structure should be discussed. Once the needs and general time frames are agreed upon, then the team should begin to address the financing alternatives including a schedule for implementation.These meetings should be tailored for each range of topics from small group process to open discussion forums. The end result of the committee's efforts would be recommendations to the City Council for implementation.

Since communication with the public is an important part of this process,it is important to advertise the meetings for public input. the committee may desire to hold one or more public meeting(s) for obtaining ideas and opinions. Input from the Townships, Richland County Commission, regional, state and and other public agencies, with interest or jurisdiction on any part of the proposed infrastructure system is essential. Gathering input at the early stages of the process enables the committee to address the workable solutions for recommendation to the City Council.

The City Council may suggest a set of general guidelines to provide a sense of direction for the committee. The outcome of the committees work should be a workable long range financial plan to meet the city's need in the near and distant future.

Process

The capital improvement programming process, due to its complex nature, requires extensive coordination and review in the beginning and throughout the year. It is a part of the budgeting process and needs to be given sufficient time for review by staff as well as the City Council. It includes details for infrastructure improvements and capital expenditures for buildings, equipment and rolling stock. In the beginning the organization and development of the program is time consuming, but as it becomes an accepted budgeting process for the city, it becomes easier in the succeeding years. It should be emphasized that nearly all units of government which operate without a capital improvement program spend much more time on project development and management than

those which choose a well defined and detailed capital improvement program. To be effective, the capital improvement program must be based on a multi-year budgeting process and sound financial planning.

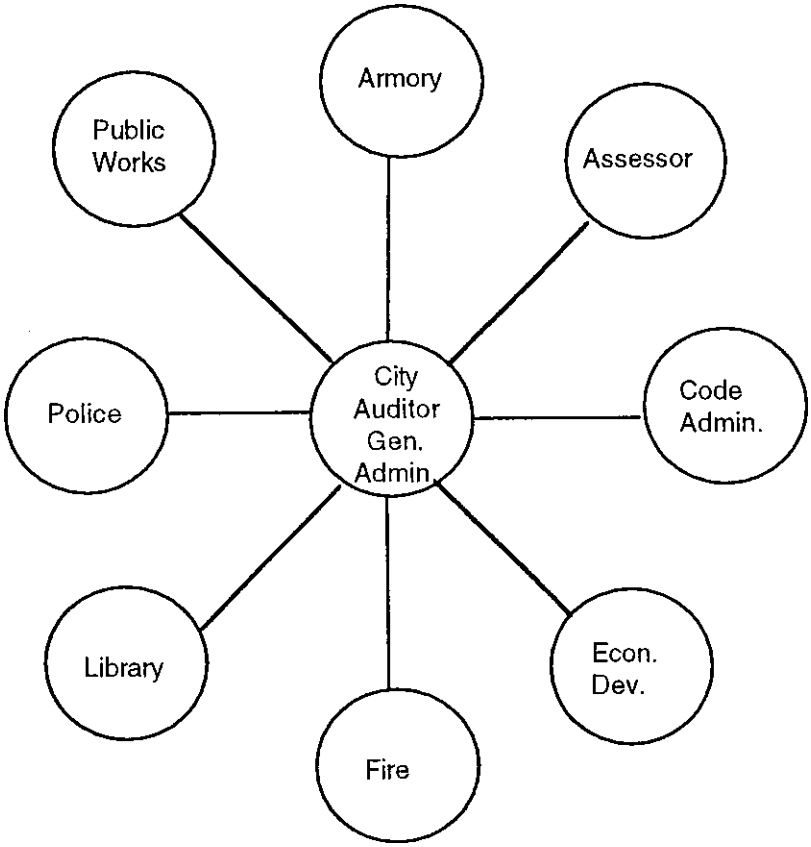
Each department by mid-July should submit a five year schedule of capital improvements and capital equipments to the City Auditor. For communities like Wahpeton, the largest work load falls on the shoulders of the Public Works Director. Streets improvements, water, sewerage and drainage projects all need to be identified one by one and 5 year cost estimate needs to be provided. The Public Works Director, with the assistance of his staff responsible for street, water and sewer projects, needs to develop a 10 year list of projects from which the annual and five year improvements schedule are derived. The City Auditor is responsible for preparation of capital equipments program by receiving the annual and five year needs of other departments. A staff meeting for discussion of the process and brain storming for starting the capital improvement program is very essential. At such a meeting, the City Auditor explains the program and requests each department to submit a detailed listing of the needs on the prescribed forms for capital equipment and capital improvements. Each department is encouraged to prepare a general 10 year needs list, but they are required to submit a detailed five year list for evaluation and processing. Departments need to be mindful of financial limitations and sources of funds for each project. Realistic assessment of each project, based on the past financial experience and justification of the needs are important. The City Auditor may provide advice and direction as to the timelines, cost estimates and source of financing for each project. Subsequent meetings, at the call of the City Auditor, may be necessary to refine and finalize the capital equipment and capital

improvements program before submission to the Mayor and the City Council. For public works projects, joint meetings of the Public Works Committee and Finance Committee are important to set the priorities based on the availability and sources of funds. All of the department heads and key city staff should be encouraged to look at new avenues for financing as a supplement to the traditional city project financing. Priorities must also be carefully evaluated by the staff, as the financial resources are usually limited and the new sources are scarce. The process should be completed during July and August for the final review before October 1 of each year at which time the city is required by law to notify Richland County of its mill levy level for the upcoming budget year.

Administration

The City Auditor, as the chief financial officer of the city, is the central coordinating individual for planning, development and submission of the capital improvements/equipment program to the Finance Committee and the Mayor. Changes, due to emergency situations or unforeseen circumstances, during the budget year, are reported to the Mayor and the City Council. While, each department is responsible for implementation of the annual and five year plan, care must be taken to evaluate projects continuously with assessment of impacts. Some projects such as the west side interceptor sewer, wastewater treatment plant not only require multi-year planning and construction but also require multi-year financing and multi sources. It is, therefore, appropriate to address the infrastructure needs of the city in a comprehensive and realistic manner. At the same time all key personnel should be aware of outside sources of funding to augment the city resources and reduce the pressures on the tax payers.

Organization of the
City of Wahpeton Services Coordination



ANNUAL BUDGET AND 5 YEAR CAPITAL IMPROVEMENTS PROGRAM

Dept. Budget & CI/EP

City Auditor Review & Feedback

Mayor

City Committees

City Council- Review and Hearings

ADOPTION

*CI/EP Capital Improvements/Equipment Program

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